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NOVEMBER 1936 CONTENTS VOL. LXXII No. 11

Relief—The Price of Low Wages.....CHARLOTTE E. CARR 323
Citizen Boards in Public Welfare.....MARGARET CAREY MADEIRA 325
Looking Back from the Job....EDA HOUWINK AND ALICE TAYLOR 327
Twenty-Five Years Ago in the Survey..... 328
Prejudice 1836: Pride 1936..... 329
The Way Out of Prison.....BARKEV S. SANDERS 330
Simple Does It.....VERL A. TEETER 331
1854—Mary E. McDowell—1936.....ADENA M. RICH 332
Behavior As It Is Behaved: Introduction to a Series..... 333
Mrs. Pashka and the Truant Officer
ELEANOR ROWLAND WEMBRIDGE 334
The Common Welfare 336
The Social Front 338
Relief • Among the States • Security • Child Welfare • In School and Out • Safety • With the Co-ops • Minimum Wage • Hospitals • Public Health Nurse • The Public's Health • Professional • People and Things
Readers Write 347
Book Reviews 348

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So They Say:

• The final and most sinful pretension of the human spirit is always expressed religiously.—REINHOLD NIEBUHR *in The Christian Century.*

• When I am in a quarrel with the public I figure that the public is probably 49 percent right.—PROF. HOWARD W. ODUM, *University of North Carolina.*

• Elections do not solve national problems; they only determine what group of men will take the lead in trying to solve them.—FREDERICK LEWIS ALLEN *in Harpers Magazine.*

• Direct taxation, which thirty years ago was supposed to have reached the breaking point, seems today merely amusing.—SIR JOSIAH STAMP, *to the British Association for the Advancement of Science.*

• I don't object to private ownership, but if private capital cannot build cheerful houses with windows and enough space for sunshine and air at low rentals it should not complain when the government does so.—MAYOR LA GUARDIA, *New York.*

• The terrifying fact is that when a nation is faced with some question involving the issue of peace or war, its attitude becomes that of an aggregation of yokels, swayed by prejudice and inflamed by passion.—SPENCER BRODNEY, *New York Times.*

• There are no short cuts to evolution.—LOUIS D. BRANDEIS, 1912.

• The enemy of the world is the provincial mind.—PROF. ROBERT MCELROY, *Oxford University.*

• Prison reform is no sentimental jamboree, but just good business judgment.—SAM A. LEWISOHN, *New York.*

• Our danger today is that the discontent with social and economic evils which these recent years have roused may try to satisfy itself with soft compromise.—*Labor Sunday Message, Federal Council of Churches.*

• We might eliminate some of our jail crowding by placing a post with rings attached in the courtyard and giving a few of these tough law violators "thirty-nine" with the bull whip.—JUSTICE NAT T. GRAY, *Suffolk, Va.*

• One of the most sapient aphorisms of which I know is that it takes a tragic amount of time on the part of the wise to correct the mistakes of the merely good.—ERNEST M. HOPKINS, *president, Dartmouth College, in Atlantic Monthly.*

• The major part of parental energy is exerted upon efforts to make the best of bad reproductive jobs.—PROF. EARNEST A. HOOTEN, *Harvard University.*

• One of the greatest indictments of modern education is its systematic production of unthinking jingoists.—FREDERICK U. REEL, *Class of '37, Wisconsin University.*

• Our present system of education engenders an absurd love of the quill as against any other implement.—D. PARUSHOTHAM *in Educational Review, Madras, India.*

• I have always been interested in charity but never personally. I helped out boxing bouts and all like that. But now I got my shoulder to the wheel. I go to meetings. —JACK DEMPSEY, *pugilist.*

• The lost work of ten million men is a loss to the nation that can never be made up. Since 1929 those idle men have lost enough time to have rebuilt the whole United States.—DAVID CUSHMAN COYLE *in Uncommon Sense.*

• It is sad but true that when an institution determines to do something in order to get money it must lose its soul, and frequently does not get the money.—ROBERT MAYNARD HUTCHINS, *president Chicago University, in Harpers Magazine.*

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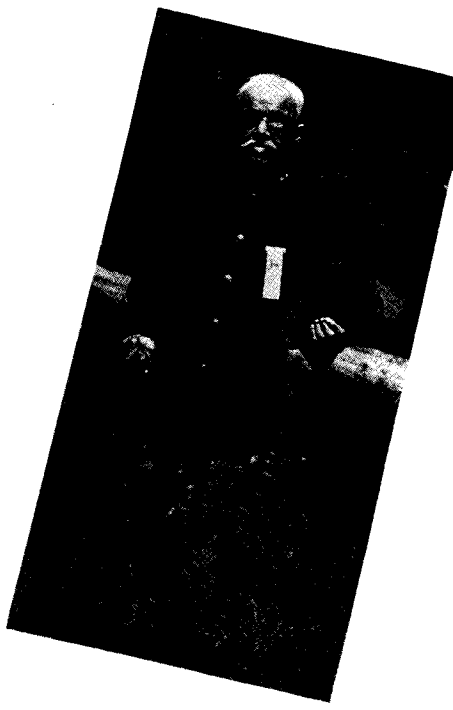

Mary Murray, in her Victorian chair at the top of this page, and Anna Shotwell in their quiet Quaker way stormed an almshouse in 1836 and marched off with eleven Negro children for whom they made a little home. Derision and violence were poured upon that shelter in the troubled years that followed. But with time the home for young Negroes prospered. Today's children welcome "children" now in their eighties who come back for its hundredth birthday (See page 329)

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THE SURVEY

NOVEMBER 1936

VOL. LXXII NO. 11

Relief—the Price of Low Wages

By CHARLOTTE E. CARR

Executive Director, Emergency Relief Bureau, New York City

THE pressing obligation of all of us these days is not "the business of relief" but the business of getting relief clients back to real work. For relief rolls, while they are falling, are not falling in the degree to which general business conditions are improving. Unless we face the situation that is developing we shall have recovery skirting and leaving behind a great mass of people doomed to spend the rest of their lives on the borders if not wholly in the twilight zone of dependence. Their employability must be established now if it is ever to be.

There are three interested parties to this situation: the taxpaying public which must foot the relief bill; industry, struggling back to its feet after its major dislocation and cutting its corners as closely as it dares; and the unemployed themselves whose whole future is at stake but who, because of the pressures from taxpayers and industry, are too easily forgotten.

The taxpayer—and that means all of us—has a huge stake in recovery. Anything that will hasten its course is to his advantage. But the relief burden which he carries is not, as he often assumes, a load upon recovery. There is no money turned over as rapidly as the relief dollar. In New York City, as elsewhere, that dollar goes quickly into all channels of trade. We have cash relief and that cash goes into immediate circulation, much of it through the tills of the neighborhood grocery stores and corner meat markets. For example, in the year ending May 30 last, fifty million New York City relief dollars, roughly speaking, went into the business of the food purveyors; some thirty million to landlords in the form of rent. To be sure, in all sections of the city the rents paid were not up to current levels, but they were considerably more than a drop in the bucket when it came to paying taxes, keeping up property and the like. In that year the utilities, gas and electric companies got more than four million of these relief dollars; the clothing business two and a half million and local coal dealers a million and a half. A million relief dollars were spent for medical service, going to nurses, to some 4000 doctors and to hundreds of local druggists.

When one stops to think how all those great sums spread out and into the channels of business after they left the hands of the relief recipient, only the purblind will deny that the relief dollar itself has contributed to recovery.

But unfortunately this dawning recovery has not yet changed the relief situation very markedly. New job opportunities are increasing in New York and the relief rolls are beginning to show the effect of them, but the progress is slow; too slow. Three factors are responsible for the lag in transferring employable relief recipients to private payrolls: relief clients are not getting their fair share of the new jobs; substandard wages are forcing a continuance of relief as supplementation of such wages; and a sort of thumbs-down attitude is evident on the part of some employers which amounts to discrimination against people on relief.

THE index of factory employment in New York City rose 11.1 percent from June to September 15, which meant about 50,000 new jobs in manufacturing. If the same rate of improvement prevailed in other forms of enterprise 250,000 new jobs were created in New York City during that period. To be conservative let us cut that figure in half and say that 125,000 new jobs opened up. During those fourteen weeks, something less than thirty-three thousand relief cases were closed because of reemployment—in other words only one out of four of the new jobs took a man off relief. Yet it is estimated that only half of the unemployed are on relief. Certainly we do not want to urge that those on relief be the only ones considered for the new jobs; we are equally concerned with keeping off relief those unemployed who have never had to resort to it. But it seems clear that unless the proportion of one out of four can be changed the prospect of recovery pulling us out of the relief business is certainly not very promising.

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The second factor delaying the reduction of the relief load in New York is that ancient evil, substandard wages —wages so meager that they are below the subsistence level of relief budgets and must be supplemented if families are to survive. Along with it is the spread of part time work; that is, several part time workers hired to do the work of one or two full time workers. Employers who resort to this device use the home relief allowance as a wage base, and seem to think that part time wages do not show up as badly on their books as substandard full time wages. Of course these employers are exploiting not only their employes but every taxpayer in the city.

UP to now we do not know as much as we should about the extent to which relief, that is the taxpayer, is subsidizing in one way or another certain employers in private industry, but presently we shall know more. The research department of the Emergency Relief Bureau, in cooperation with the division of women in industry and minimum wage of the State Labor Department, is now engaged in a study of some 7000 supplementary aid cases which we know we have on the relief rolls. An advance sampling has already given us a pretty clear indication of a situation which, unless it is checked, will push us into larger and not smaller relief loads. For example: thirty-seven men engaged full time in manufacturing earned a median weekly wage under $11, and thirteen men in wholesale and retail trade a median weekly wage of $8.75. A sample of taxi-drivers receiving supplementary relief showed their median weekly earnings to be $9 for a fifty-four to sixty hour week. We have a woman with six children to support working fifty-four hours a week making artificial flowers to earn $7.56; a girl of nineteen, only earner in a family of ten, who works in a button factory for $8 a week. These figures are taken not from workers but from the payrolls of employers. Curiously enough these employers do not see anything scandalous about this. Their attitude seems to be, "Well, it's better than nothing, isn't it?"

The answer to that of course is whether the taxpayers of the community should supplement with relief those employers who will not or can not pay a living wage. There is too the unfairness to the employers who do pay a decent wage and yet must pay taxes for the supplementation by relief of substandard wages paid by their competitors.

The whole problem is serious and growing, and it is far from simple. One of its major difficulties lies in its lack of understanding by the public. If we say that relief shall not supplement substandard wages, and arbitrarily cut from the rolls every person who has any kind of a job, what then? Would this have the effect of raising wages to a subsistence level, or would it mean that people would quit their sub-subsistence jobs for subsistence relief? And would the taxpaying public agree to a policy which cost say $50 a month for relief for a family instead of $25 as supplementation of substandard wages?

I myself do not know the answer, but I know that whatever you do in public relief the public must be with you in your planning; you cannot arbitrarily take a step beyond the thinking of the majority or at least of the leaders in your community without taking a grave risk of losing your entire relief program. The hardest compromises a social worker has to make, I think, are those involved in a relief program which must stand up before the reaction of the whole public.

In New York City we have never to my knowledge dropped from relief a single case because of refusal to take a substandard job. But I am not certain that the public, if it were fully aware of this policy, would agree to it. We take the stand that we cannot let relief, occasioned in large part by the maladjustment of industry, serve as a great lever to continue that maladjustment. It makes your heart run high but also it makes the chills go up your back to see the eagerness with which people snatch at any job at any wage for the sake of working again, and to realize what that can do to the wage levels of a community where, with the scrapping of the minimum wage law, the only protections are the standards of reputable and far-sighted employers and the strength of organized labor.

I cannot believe that it is wise for any relief organization, whether home relief or WPA, to run its own employment service. Such a service puts the unemployed who are on relief into a class apart, outside of the normal setup for job placement and establishes a certain psychological slant in the men themselves, in the employers and in the community, that is bad for all parties concerned. I think that we in the relief organizations have done too much amateur employment service. The unemployed in their eagerness for jobs, any jobs, claim qualifications they may not have; relief workers, equally eager for jobs for the clients and inexpert in estimating qualifications, send the clients out to places which they cannot fill satisfactorily. Largely as a result of this hit or miss placement a prejudice against the unemployed on relief has developed among employers, a prejudice which is in a fair way to become discrimination.

TO counteract this we have in each of our forty-four relief offices in the city an experienced representative of the federal-state employment office, who interviews our clients and classifies them exactly as any nonrelief applicant for employment is interviewed and classified. As a result we are learning what is the actual employability of our clients, not by the yardstick of people who know how badly they want work, but by the yardstick of the employment office which knows what a man must have to stand up in the competition of the labor market. These records are pooled in our central office. At five o'clock every evening the state labor office sends us a list of the jobs that have not been filled that day. By means of a special shift of workers and messengers we notify that night the people on our rolls who appear to be qualified, and they apply the next morning, not to our district offices but directly to the employment office.

By this device we have raised our placements from home relief rolls from a miserable five or six a month to some 150 a week. As we learn better how to do this I think we shall get for our clients a better break on jobs; that is, have more than the left-overs turned over to us to fill. And as a better job of placement is accomplished we shall overcome the prejudice and discrimination of employers against "reliefers."

We must remember that we cannot keep men morally and physically fit for reemployment by industry unless we keep relief steady and at a reasonably decent standard. Take the single item of clothing for example, an item

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which is an acute problem with us as I suspect it is with every other relief agency. The state employment people say that if the men could only look a little better they would have better chances at the jobs. Now we can't make every man look ship-shape. Yet I sometimes think that it might be a good investment to outfit a man decently when he goes out to apply for a definite job. Certainly anything that would convince employers that these men are as other men and are not unemployable by the accepted standards of industry would be worth whatever it cost. And convinced they must be, for neither the taxpayers, nor industry, nor the unemployed themselves, can afford to let recovery leave behind a permanent army of economic disabled, a burden on society for years to come.

Citizen Boards in Public Welfare

By MARGARET CAREY MADEIRA

Vice-president, Public Charities Association of Pennsylvania

ONE of the by-products of the tendency towards centralization, evident in the United States for the last few years, is the inclination to question the value of unpaid citizen boards in the field of state and local public welfare administration. Perhaps this inclination is a symptom of our alleged drift toward a totalitarian state. In any event, it is a challenge to those of us who favor citizen boards, as a part of the democratic process, to promote conditions to insure their efficiency.

No thoughtful, informed person would, I think, defend the usefulness of unpaid boards under all circumstances. On the contrary, experience seems to indicate that their usefulness depends entirely on the extent to which certain conditions essential to their successful functioning are met. These conditions fall into three groups: the qualifications of the board members, the qualifications of the officials with whom they are associated, and the legal and traditional terms of their association.

To begin with the last, it is essential that the duties and responsibilities of a citizens' board should be real and that they should be clearly defined by law. There is no possible justification for setting up boards that are mere rubber stamps. They involve a waste of time for all concerned and good people will not long serve on them. Generally speaking, the more that is demanded of a board member, the better the type of person who will accept the responsibility. People will make real sacrifices in order to do something that is real. They won't in order to perform a perfunctory service.

Besides a clear legal definition of the duties of citizens' boards, a tradition must be established favoring their full functioning. It should not be difficult to educate public opinion on the importance of nonpartisan citizen representation in the administration of public welfare services, nor to promote the understanding that such boards are a means of safeguarding from partisan exploitation not only the interests of unfortunate people, but the resources of all of us. To a great extent the responsibility for this education rests upon the members of the boards themselves. If they become isolated from their public, their usefulness is seriously impaired. They should not only represent the public in their field but also should interpret to the public the activities in that field. Such a tradition cannot, of course, be built up in a day; it takes more than one administration to establish it on a firm basis, but without it the requirements of the law may become meaningless.

I do not mean to imply that local boards should attempt to determine policies which by their nature are the responsibility of the state agency. Experience has shown that overreaching at this point can be a serious obstacle to the execution of state-wide policies. Local boards should interpret state policies and adapt their execution to varying local conditions. They should, moreover, take part in the formulation of state policies and if they are constituted as they should be they will have an important contribution to make. In my opinion they should resist the almost inevitable tendency on the part of the agency higher up to turn them into dummies. The assumption that the bigger the governmental unit, the wiser and purer the people who direct its activities, may be carried to extremes.

TO turn to the qualifications of board members on which successful functioning depends, the first and most essential is integrity of purpose. I am well aware that people often develop under the stimulus of responsibility, and that those who have sought a position for trivial or selfish reasons often fill it with honor. However, one cannot depend upon such miracles. The chances are that more harm than good will be done by citizens' boards, unless the dominant motive of their members is a genuine desire to perform a useful service to society. That such a motive is often accompanied by a wish for recognition need not disturb us too much. The desire for honor from time immemorial has been an incentive to action, even to sacrifice. It is a perfectly normal desire which can be put to good use as long as the ruling purpose is unselfish, and as long as ambition to shine is tempered by humility in the face of responsibility.

Closely related to integrity of purpose is willingness to keep an open mind—an essential qualification for a representative of the public. A member of a citizens' board should be able to see the questions that he is called upon to consider, not from the point of view of a class or a race or a sect or a section of the state, but from the point of view of the whole public. When the claims of different groups conflict, he should be able to weigh these conflicting claims objectively, intent only upon getting the right thing done, not upon serving a special interest, not upon getting his own way.

Aside from these attitudes of mind, the most important qualification to look for in a board member is the ability to make some real contribution to the work of the public agency with which he is associated—a contribution based on special training or on special interest. At the risk of digression, I want to say a word here about the often ar-

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bitrary distinction between "lay" and "professional" service. It seems to me that some of us need to consider this distinction with fresh eyes. It looms large in the minds of many social workers—sometimes disproportionately large. Since I am a layman in every sense of the word, it is perhaps unsuitable for me to point out that a passionate interest in social work may plough and cultivate one's mind as successfully as special training. On the basis of deep and genuine concern, plus active work as a board member or a volunteer, one may develop as disciplined a mind, as steady a point of view, as may result from formal education for a professional career. I do not believe that such formal training for social work as is offered to us at present sets a person apart as does training for other professions. There is no body of exact knowledge related to this field corresponding to that which the doctor, the lawyer, the engineer must cover in order to function at all.

The value of formal training, especially when it is broad and reasonably free from dogmatism, is, I believe, beyond dispute. I realize fully the necessity of establishing and maintaining professional standards in the field of human service and the difficulty of setting up dependable substitutes for professional training. Nevertheless, it is a fact that social work of professional quality is often done by people who have not had professional training, and that, as members of citizens' boards, they may make a contribution to the work of a public agency as valuable as that of professionals.

The members of an official board should, then, be distinguished by integrity of purpose, by capacity for open-mindedness, and by ability to make a real contribution to the work of the public agency, a contribution based either upon special training or upon special interest or both. Undoubtedly these are pretty stiff requirements, and the question naturally arises, whether it is possible for the appointing power to obtain the voluntary services of such paragons of virtue and intelligence.

OBVIOUSLY the person who will make a really useful board member will not, as a rule, be appointed, unless the governor or the mayor, or whoever the appointing power may be, uses his privilege with a full realization of the responsibility he is conferring and of the high purposes to be served by the selection of well qualified people. Too often, board memberships are employed as currency for the payment of political debts; it is only by the grace of God that people so chosen are prepared for useful service. The same is true, of course, of appointments made to promote a political end, such as control over staff appointments under the board. Some degree of protection against this abuse exists in overlapping terms of board members, and a further protection is the transfer of the appointing power to a welfare commission whose members serve overlapping terms. But only an enlightened public opinion can provide complete defense against the misuse of the appointing power.

Granted, however, the good intent of the appointing power there remains the difficulty of persuading the right man or woman to accept the appointment. This has always been a difficulty, but during the past few years recruiting the best type of board members has been complicated further by the fact that many qualified persons can no longer afford to accept obligations which make a heavy claim on their time and involve a considerable expense, direct and indirect. People who formerly were able to devote themselves to unpaid service without counting the cost, are now finding that their personal affairs, their homes and their businesses, require all they have to give. This economic difficulty could, of course, be removed, or at least diminished, by the payment of a per diem or a small annual salary to board members. It seems to me entirely possible that this may become necessary, though there is, of course, the chance that the cure may be worse than the disease.

ASSUMING this problem solved, the difficulty of enlisting qualified people would still remain. In view of the burden of work and responsibility that board membership may impose, we are forced to ask ourselves whether there is any legitimate inducement to offer to those who can do a really useful job.

It is a pity that Americans have become so cynical about public service. This is due partly to a sort of defeatism that afflicts many of us when we ponder too long the disappointments of democracy; partly to self-indulgence; partly to an overdose of modern psychology. But in any case, I think we have had enough of it. The truth is that we fulfill a basic need of our human nature when we render service to the society of which we are a part. The opportunity of the volunteer on a public board, whose work touches the health and welfare of his fellowmen, is a privilege, and should be so recognized. Only from a decadent point of view can it be seen as a tiresome duty or a pathological symptom. It is an opportunity which should be offered to the wisest among us, an opportunity to fulfill our ideal desires, a privilege for which the fortunate should be thankful—even if they are hard up. The future of our democracy will depend upon the extent to which the fortunate meet such challenges as this.

No matter how perfectly constituted a citizens' board may be, it will not be able to accomplish very much unless the officials with whom it is associated are adequately prepared to carry their responsibilities. As government becomes more complex, the question of adequate preparation becomes increasingly important. There are few of us today who would agree with Andrew Jackson that "the duties of all public officers are so plain and simple that men of intelligence may readily qualify themselves for their performance."

Whether adequate preparation must mean formal education in social work is another question. I believe that most graduates of schools of social work are of the opinion that there should be neither a legal nor a traditional requirement that the state director of welfare should be a graduate of such a school. If this is their opinion I agree with it. It is true that either law or tradition requires that the secretary of health should be a physician, and that the same condition applies to many subordinate officials in the field of public health. One might argue reasonably that the position of secretary of welfare should be safeguarded in the same way. But in reality the measure of protection afforded by this requirement in the field of public health is pretty small. However superior the ethics of the medical profession may be to those of most of us, nevertheless there are still enough politically-minded doctors to undermine the intention of the requirement, which itself is inadequate because it does not include training for public health work. If it were required by law or by tradition that the secretary of welfare should be a trained

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social worker, the results might be even more disappointing. Without going into the question of the political-mindedness of social workers, the usual social service training and experience, while an asset, in its present stage of development is too narrow a field to furnish adequate preparation for public administration on a large scale. How the situation may be changed in the future, by the efforts of schools of public administration, I do not know; but in the last analysis everything depends, and will continue to depend, upon the integrity of the appointing power.

When it comes to subordinate officials of the welfare department there can be no quarrel, I think, with the requirement that they should be thoroughly qualified for their special technical responsibilities and that their appointment should be on merit as determined by examination and evaluation of personality.

Aside from knowledge of his field, an official must have a genuine desire to get the best possible service from his board in order that their mutual relationship shall be fruitful. He cannot be blamed if he fails to make any more use than the law compels, of a board of vain and foolish people. He can be criticized severely if he fails to get all that he can from one that is well chosen and competent. Especially is this true today, when problems of public welfare have assumed such proportions that their treatment calls for the interplay of a wide range of knowledge and experience. There is a danger, in my opinion, that social workers whose knowledge is limited may assume responsibilities for which they are not qualified. In fact, I believe that this has already happened. To an unprecedented extent social workers have been in demand for governmental positions. Some of them, knowing little of economics or national finance, have shown no hesitation in advocating policies of far-reaching importance, the end results of which they are not equipped to evaluate.

A large percentage of the national income, federal, state and local, today is being expended in what we call the social work field. Questions of federal, state and local functions are involved. Policies reach from their impact on national economics to their effect on the humblest citizen. The whole complicated business of public welfare services from top to bottom calls for the related efforts of the best minds available. Citizen boards, properly selected and motivated, have a distinctive contribution to make, as have welfare officials and professional social workers. But that contribution will be useful only in the manner and to the extent that it is used.

This article is drawn in part from a paper given by the author at the Atlantic City meeting of the National Conference of Social Work.

Looking Back from the Job

By EDA HOUWINK AND ALICE TAYLOR

St. Louis Case Workers' Council

ACADEMIC training for social work is comparatively new, and clearly needs evaluation as much as do the techniques of case work practice. A group of young trained workers from both public and private agencies in St. Louis recently undertook to study among themselves the utility of training, using schedules in which workers could appraise their previous training for the job at hand.

Examination of the seventy-seven schedules returned by graduates and former students of some thirty schools, brings out pertinent fact and opinion. Evident at once is a general feeling that the schools should face the task which the public agency worker has to face, and should direct part of their program to this field rather than restrict all courses to the work of the private agency. One comment is typical, "My greatest handicap upon entering the field was that I had not in any way been prepared for the job as I found it." Training was felt to be "good theoretically, but woefully lacking in practicality." The difficulty here was not in the amount of time given to case work theory and practice, but rather in the character of the analysis which lay behind it.

According to a large number of the replies, training in intensive case work theory is necessary "from a scientific, experimental viewpoint, but it is not always immediately useful," and "the case work approach and training should be coordinated with larger social problems and its place determined." The need for grounding in the social sciences was echoed in nearly all of the schedules: "It is essential that social work training stress the social sciences before specialization in order to develop social perspective and a critical capacity. This will prevent the immature and inexperienced from becoming overbalanced and involved in cultist theories. Courses in basic social sciences should be continued in conjunction with technical courses in social work in order to retain this perspective and to develop further constructive social thinking."

It was urged generally that office routine be included in training. "Regardless of how unimportant routine mechanics seem to the school, they are definitely necessary to the functioning of an agency." Many of those replying asked for added training in budgeting, dietetics, and recording, and for some understanding of property and insurance questions. Where these subjects were entirely omitted from the curriculum, workers asked that they be included.

Some workers held that: "There is too great a tendency to consider the student as case work material and to place the emphasis on developing the student's personality instead of developing his case work ability. Relationships built up in this way may prove harmful. The supervisor's interest becomes possessive, thus smothering the student."

In many of the replies there was an appreciation of the value of the psychiatric approach, but there was also a wish to see psychiatric theories in relation to other methods, and not as the dominant tool in case work practice.

The material from the schedules which could be tabulated showed some interesting results with regard to the types of courses considered essential. Elements of case work was rated the most helpful course, medical social work, psychiatric case work, advanced case work, legal aspects, and

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child welfare following in the order named. Field work was held to be more helpful than any theoretical courses. Other technical courses were ranked as of doubtful utility.

Few people had had courses in other social sciences as compared with the number who had taken technical courses. This probably was due in part to the fact that, in the undergraduate school, the required technical and cultural courses crowd out the students' choice of other social science courses. Curves, plotted to show the usefulness of courses to workers, show that the individual social sciences (political science, sociology, economics, psychology), particularly the advanced courses, have a high degree of utility. Psychology courses were rated higher in utility than courses in the other three fields.

A summary of the data indicates that, in the experience of these young workers, specialization in undergraduate work begins too early, thus eliminating the courses in social sciences for which a need was expressed in practically all the schedules. Since the social worker needs a large fund of information, it might be well if the schools would consider dropping the required preliminary courses in Greek, Latin, and mathematics, and substituting for them courses in the more dynamic social sciences. The plan of permitting specialization only in the graduate years also allows the student to take a sufficient number of social science courses as an undergraduate. The student should have help in planning his program as his own inexperienced judgment usually is not a sufficient guide in laying out his course of study. It would seem well to plan pre-social work courses, paralleling the planfulness of pre-medical and pre-legal curricula. Some room should be left for the so-called cultural courses, but these should not crowd out necessary work in the social sciences. Students should be required to study labor problems, political theory and practice, social psychology, social organization, and social control. Such courses as these will keep students and workers alive to the social situations in which they and their clients function.

Further, the student should have a unified functional view of the whole field of social science, rather than an academic analysis of the problems and relations among the several disciplines. One student from a rural university reported with regret some hostility between the social work and sociology departments which created difficulties for students pursuing both subjects.

Another conclusion which emerges from the schedules is that the school "owes it to the student to present all social work theories rather than to emphasize only one. This will allow the student to make an unbiased choice in working out his own case work philosophy and his plans for specialization." It might be added that, as the young workers see it, the job of the school in handling its students is to develop them into case workers, and not primarily to treat them as clients with personality difficulties.

Technical courses which stress almost entirely the practical aspects of the job are essential, they feel, to the training of a well rounded social case worker; but these courses should not dominate the curriculum. The technical courses ought to train the worker for public as well as for private social work, and should be preceded and supplemented by carefully planned exploration in the broad social sciences.

Twenty-Five Years Ago in The Survey

November 1911

"We are entering upon a period when gathered emphasis is to be laid on the need of a psychological approach to the family problem. In making the psychological approach, results of social gain are to be measured ultimately by the service rendered not to the bodies but to the souls of men."—*Mary Willcox Glenn at the annual public meeting of the New York Charity Organization Society.*

"Louis D. Brandeis, 'New England's attorney for the people,' has been invited by the state of Ohio to defend the Woman's Ten Hour Law before the Ohio Supreme Court."

At the Indiana State Conference of Charities, Gov. Thomas R. Marshall "came out for a state correction farm and the abolition of the present use of the county jails." . . . At the California State Conference "general social and economic conditions, lack of home training, breakdown of the home and the rush for cheap amusements were among the causes set forth for the downfall of boys and girls." . . . Wisconsin revived, after a lapse of seventeen years, its State Conference of Charities and Corrections. "The treatment of law-breakers occupied large attention."

"Whatever studies are undertaken it must not be forgotten that crime is conduct and that conduct is an attribute of mind. Whatever may be the influences that shape mentality . . . it still remains that, when directly considered, conduct and therefore crime, is a psychological matter.—*Dr. William Healy,* director, Juvenile Psychopathic Institute Chicago.*

**Since 1917 director Judge Baker Foundation, Boston.*

The first national conference on civic and social center development, called by the Social Center Association of America, headquarters in New York, was held in Madison, Wis. Among the speakers was Gov. Woodrow Wilson of New Jersey. "We cannot have liberty where men are not seeking common ends by common means." Reporting the conference George B. Ford said: "A spirit akin to a great religious revival actuated the whole conference. It seemed that America was at last about to develop a true democracy; that the people of the United States were about to direct their own affairs, and, further, that this social center movement was going to be the medium through which all the people in a given community could learn to know each other and so to help each other, and that this was to be accomplished by neighborhood gatherings in some public place like the schoolhouse."

Indiana organized the first state Housing Association, its purpose "to educate the state on improved housing, to improve the present housing law and to secure its enforcement; its slogan, The Homes of Indiana."

The Carnegie Corporation, chartered in June, completed its organization and accepted a gift of $25 million from its founder. "Five of the incorporators named are the heads of the various great philanthropic trusts hitherto established by Mr. Carnegie. . . . The new corporation therefore becomes a ganglion of philanthropic funds with resources directly and indirectly at its command probably larger than those of any other benevolent institution in the world."

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Prejudice 1836: Pride 1936

HUNDREDTH anniversaries are no longer a great novelty in the history of American social institutions. They are always notable however when an institution, over so long a span of years, has consistently maintained its leadership and the "fighting edge" of its founders. Such a one is the Colored Orphan Asylum and Association for the Benefit of Colored Children which in late November, at its modern institution at Riverdale-on-Hudson, N. Y., will gather together the descendants of its founders and of its wards, as well as its alumni and its current "family" to celebrate its first hundred years.

The Colored Orphanage has achieved that rare institutional quality, a personality, its friends say, through its unfailing readiness to pioneer, coupled with fidelity to certain of its early traditions. Quakers founded it and Quakers still help to guide its destinies. Women were its first trustees and women still constitute its board, with the mantle of one generation frequently descending upon the next. Several members of the present board are direct descendants of the little group of Quaker women who gathered on a November afternoon in 1836 in the candle-lighted parlor of William Shotwell, to join with his daughter Anna and her niece Mary Murray in an active protest against a system that provided no shelter for destitute Negro children except the almshouse or the jail. To implement their protest they formed the Association for the Benefit of Colored Children.

Between that earnest, almost prayerful little gathering in November, 1836 and the dignified celebration of November, 1936 has flowed a century of colorful events and significant action. In its beginning, and for years afterward, this was an unpopular cause encountering opposition on every hand. No one, for example, would rent to the new association a dwelling in which to shelter colored children. Finally, it was necessary to buy a white frame cottage far up town—in Twelfth Street. When the cottage was achieved and Anna Shotwell and Mary Murray were ready to claim the eleven Negro children, under ten years of age, who were confined in the almshouse and subjected "to many cruel indignities because of prejudice against their race," no carriage could be found whose driver would demean himself to their errand. On foot the two young women and a third, equally courageous, went to the almshouse. On foot they returned to Twelfth Street, each with a young Negro child in her arms while the eight older children followed in sober procession.

It was not easy to keep the little home going. Most of its income was in kind, with a few cash contributions from such citizens as John Hancock, John Jacob Astor and Peter Stuyvesant. Six years after the opening, disaster fell; the cottage, fired by incendiaries, burned to the ground. For a time the children were housed on the outskirts of the city—in Fiftieth Street. Then the city deeded to the association a parcel of waste land on Fifth Avenue at Forty-third Street where, by enormous effort in the matter of funds, a substantial brick building was erected. A garden was planted, a cow and chickens acquired and for a time the struggling little institution prospered.

But not for long. First an epidemic of cholera decimated the ranks of the children. In July 1863, came the draft riots when, in the language of an old report, "an infuriated mob of several thousand men, women and children swept down upon the institution and effected an entrance by breaking down the front door with an axe. The mob swept through the building pillaging and destroying . . . and kindling fires." By a miracle the teachers succeeded in calming the 233 terrorized children and in marching them out of the burning building. During the ensuing excitement a little girl of eight slipped away from the teachers and, passing fearlessly through the crowd, disappeared into the burning building. She emerged a few moments later weighted down by the heavy Bible from which she had heard the lesson read every day since she came to the home. That Bible is still one of the institution's prized possessions, its only relic of a stirring chapter in its history.

For three days and nights the children were guarded in a police station; then, under heavy military escort, were moved to Blackwell's Island. October of 1863 found them housed on Fifty-first Street. Four years later a new building for them was finished in 143 Street near Broadway. In June 1907 the institution made the last move of its first hundred years; to Riverdale-on-Hudson where for twenty-nine years it has cared for a resident family of some three hundred, with about five hundred more placed out in boarding homes.

SINCE its beginnings the Colored Orphan Asylum has sent more than 9000 young Negroes out into self-respecting employment, many of them into professions. It has never hesitated to pioneer. It was among the first institutions in the country to adopt the cottage system; one of the first to recognize the need of supervised recreation; one of the first to offer a high type of industrial training to its young charges; one of the first, under the leadership of its present superintendent, Dr. Mason Pitman, a psychiatrist, to adopt psychological tests so permitting classification and scientific treatment of the boys and girls under its care. This care extends not only to the children in residence but to those in boarding homes. A social worker visits them regularly; a doctor, employed full time, makes systematic health examinations and a nurse follows the doctor to make sure that his instructions are carried out.

From its alumni the Colored Orphan Asylum has a loyalty and devotion that more imposing institutions would be proud to claim. Labor Day is alumni day and every year they come back by the hundreds—some of them pretty bent and grizzled—to see how things are going "at home." At the celebration late this month the place of honor in the alumni parade will be held by two venerables of eighty-odd who never in their long lives have lost touch with "home."

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The Way Out of Prison

By BARKEV S. SANDERS

Technical Director, Attorney General's Survey of Release Procedures

IN their fervid pursuit of sensation the newspapers have made parole and probation such objects of invective and derision that a confused public has come to regard the two measures as a species of political racketeering. With no clear idea of what is meant by either procedure, the "man in the street," who only "knows what he sees in the papers," turns thumbs down on the whole system of release under supervision. That 99 percent of the men who go to prison come out again, and that some kind of supervision of them seems more sensible than merely turning them loose, is a situation which he does not explore.

The attack by the press has been in a large measure successful because an effective rebuttal has been impossible. Impossible, first because of the absence of standards in judging when a mode of release may be called parole or probation. Through loose usage these terms have lost their true meaning and may now connote anything from a careful process of individualized treatment to the indiscriminate release of persons, some of whom are hopelessly beyond reclamation. Impossible, second because of the lack of authentic statistics with which to evaluate the relative effectiveness of parole and probation as compared with other forms of release.

To find out just what we mean by parole in practice, as well as in theory, and to evaluate critically and objectively on a national scale the intrinsic merits of the various forms of release by which persons found guilty of crime are returned to society, the attorney general's Survey of Release Procedures was instituted. It is a WPA project directed by Justin Miller, chairman of the attorney general's Advisory Committee on Crime, with an executive committee including Mr. Miller, Sanford Bates, director, U.S. Bureau of Prisons and Brien McMahon, assistant attorney general. It constitutes an integral part of a program for crime control and prevention through widespread public education and through the consolidation and cooperation of the crime preventive and punitive forces throughout the country.

The study embraces broadly two separate phases: one qualitative and evaluative in character, the other quantitative and statistical. Conclusions will be based on an effective integration of these two lines of approach.

The qualitative phase of the study will consist of:

A comprehensive analysis and digest of the laws, statutes, interpretations and practices followed by federal and state courts and by penal and correctional institutions in dealing with persons found guilty of crime. Such a digest, particularly when related to the success with which the various jurisdictions have coped with their crime problems, will be influential in guiding public opinion and legislation in support of more effective penal methods, and more uniform legislation for crime control.

A detailed first hand study of the equipment, facilities, practices, and rules under which state and federal criminal courts operate. This will cover the qualifications of personnel, their number, training and experience; the facilities accessible to courts in typical rural, urban and metropolitan areas; and the views, opinions, individual practices and ideology of presiding judges. This phase of the study, unique in character, will reveal for the first time the unwritten practices under which courts of all American jurisdictions operate.

A study of the standards, policies, personnel and facilities available in different jurisdictions in relation to probation, with the object of determining the optimum facilities and requirements that a progressive probation system ought to have for efficient and effective operation.

A first hand study of the personnel, equipment and practices of the different state and federal penal and correctional institutions with the object of developing optimum standards for their successful operation as institutions for rehabilitation and not merely for custody.

A first hand census of the available facilities and personnel in communities for guiding and supervising persons subsequent to their release from penal and correctional institutions.

These qualitative aspects of the study will be enriched by the statistical analysis of the grist of the social mills—the courts, institutions and boards of probation and parole.

The statistical phase of the study will consist of:

An analysis of the characteristics of persons found guilty of crime in relation to the disposition made of them by courts of general criminal jurisdiction. This will be the first nation-wide study of its kind to show what criteria are used by courts in sentencing persons found guilty of crime. Analysis of these statistics in the light of the quantitative studies of these same courts will reveal the wide variation of social philosophy underlying the actions of the different courts and of individual judges within any given court. Indeed it is possible that findings in this area of inquiry may justify the existence of parole boards as equalizers of the severity of sentences pronounced by different judges and different courts.

An extensive detailed analysis of the characteristics of persons placed on probation or under suspended sentence, with the aim, first, of crystallizing criteria on the basis of which various courts select persons for these forms of disposition, and second, of relating personal, social, psychological and other characteristics of these persons to their eventual success or failure on probation. It is believed that, with adequate records, it may be feasible to determine those traits, or preferably the constellation of traits, which have a definite prognostic value. This approach is an application, to the field of crime and human behavior, of the actuarial methods found most useful in the field of insurance.

An analysis of the social background, the personality and mental traits of persons committed to federal and state penal and correctional institutions, and the inter-relation of these characteristics to the release methods through which these persons return to the community. This phase of the statistical survey will bring out and crystallize criteria on the basis of which various institutions or parole authorities select individuals for provisional release or for continued custody. It will be the most objective and widespread approach ever attempted to determine the selective factors fixing the forms of release.

A detailed analysis of the social background, the psychological and psychiatric traits and so on of persons released provisionally in relation to their subsequent success or failure as indicated by official records. It is anticipated that this analysis will discover certain prognostic traits which will aid parole boards and other parolling authorities in selecting persons for

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provisional release and will also aid in making parole supervision more effective through individualization of treatment in conformity with indicated needs.

At certain strategic points, it may be possible to go beyond available records and obtain objective evidence as to what happens to persons who have been convicted of crime after the termination of official contact. This extension, if it can be made, will be an approach to an evaluation of the permanent rehabilitative effect of methods of release.

The attorney general's survey as now instituted will lay the foundation for a scientific evaluation of penal procedures by giving us a picture of the laws, the personnel, the procedures and practices under which our criminal courts and our penal and correctional institutions operate, and will provide also some basis for estimating their present effectiveness in crime prevention and deterrence. But unless the work initiated by the survey is made continuous, it will be little more than the lightning flash on a dark night which enables us to grope a little further in a hazardous field, but leaves us without a beacon for continuous guidance. From this standpoint, the greatest contribution of the survey will be to emphasize the need and provide the setting for a permanent research organization in the federal Department of Justice with the express objective of continuously evaluating and developing more effective penal and correctional procedures.

The survey will map and chart the labyrinths of laws, practices and procedures throughout the United States by which persons found guilty of crime find their way out into society, some rehabilitated permanently, others reformed partially and still others made worse through their associations and contacts. Its ultimate objective is to discover and block those passages which lead into personal and social loss and to light up, widen and improve those passages that lead to rehabilitation and social usefulness. It is a pioneer effort on a nation-wide scale to apply scientific methods and techniques to the field of crime prevention and deterrence, with the hope and conviction that these methods, if applied consistently, persistently and conscientiously, will achieve success in this realm as they have achieved success in others, notably in the natural sciences and such fields as agriculture, medicine, and public health.

Simple Does It

By VERL A. TEETER

Chief Probation Officer, Municipal Juvenile Court, Tulsa, Okla.

PALO ALTO PUBLIC LIBRARY READING ROOM

A SIX-ROOM cottage on a pleasant residential street has been the answer here in Tulsa to a problem which long vexed the officers of the juvenile court, as it still vexes such officers in many other cities where depression-pared budgets have delayed the provision of needed social facilities.

We have had for some time a well equipped detention home for boys; but for girls held for court investigation, we had only the choice of lodging them in the police station or returning them, without supervision, to their homes. Either choice was extremely unsatisfactory.

The solution came through the Tulsa Federation of Women's Clubs which agreed to sponsor a modest receiving home and to give it financial assistance to the extent of $30 a month. This paid the rent of a furnished cottage. Churches and civic organizations provided bedding, clothing and various other necessary articles. Single beds were retrieved from the old city clinic closed two years ago. The city took on the utility bills, and the juvenile court, out of its regular budget, undertook to pay 70 cents per day for each child that it placed in the home. A woman was found who agreed to take the job of manager or supervisor in return for her own maintenance. She turned out to be a treasure and much of the success of the undertaking has been due to her personality and management.

And so, in January 1936, all these threads were pulled together and the home was ready for business. The Federation of Clubs agreed that the home should be under the direction of the court; it did not desire to share in the management. At the same time it was agreed that any social agency in the city might place girls in the home for emergency care, provided that in each instance the court was notified of the placement and of final disposition of the case before removal. These agencies pay 50 cents per day for their cases, that being the most their present budgets permit. The home may not be used for long time boarding placements except in venereal cases where suitable care elsewhere cannot be provided.

The whole project was carried out quietly. The cottage has all the features of nearby residences, including its own garden, and the public generally, as well as many of the neighbors, are still unaware of the purpose for which the pleasant little house is used. It has a living room, dining room, kitchen, bath and three bedrooms, all simply but adequately equipped to house six girls under normal home-like conditions. There are no barred windows, no evidence or atmosphere of restraint—and it has never had a girl run away. It receives girls whose home conditions make immediate removal necessary, who are beyond control of their parents or guardians or whose parents cannot be relied upon to produce them in court. It also receives girls whose detention is necessary as a matter of public safety, or who are held for observation and treatment.

Placement in the home does not mean commitment. Girls are held only until proper disposition can be made of their cases—usually for less than two weeks. On admission, every girl is given a thorough medical examination. If a venereal disease is discovered, treatment is started at once with the detention period extended if necessary.

The cottage has been in operation now for more than six months. It has sheltered upwards of fifty girls between the ages of twelve and seventeen, and has been helpful in a variety of cases not strictly within the scope of the juvenile court. Runaways have been lodged there until their families could send for them, and girls from the State Training School until they could find suitable employment. Harrassed policemen have brought in girls, picked up at night, who refused to identify themselves. We even had one child from a reasonably good home who was "parked" with us until she decided that temper tantrums do not pay.

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The little receiving home has solved one of our most trying juvenile problems—what to do with young girls while a proper investigation and disposition of their cases is made. The City Commission has now included the rent item in the regular municipal budget, so that the funds provided by the Federation of Women's Clubs can be used for other purposes. Presently we hope the city will take on all the expense of upkeep, furnishing and so on, making the cottage eventually a municipal project. That accomplished we shall try for a cottage for Negro girls.

Such a home, planned under good auspices and operated on a small scale, seems possible for almost any city where citizen interest and backing can be gained. Given the experience of these last months we would not ask for a big detention home even if we could get it. Another cottage or two, simply equipped and maintained, is all we need.

1854 Mary E. McDowell 1936

By ADENA M. RICH

Head Resident, Hull-House, Chicago

A BIRTHDAY party was held two years ago in International House at the University of Chicago, to celebrate Mary E. McDowell's eightieth year; her fortieth with the University of Chicago Settlement. There were evergreens and red candles, to symbolize her fresh and vibrant point of view and the strong rich current of her leadership. For Miss McDowell did not chose as her own the popular causes which did not need so fearless a champion. The party sparkled with quip and anecdote. It was crowned with a benign response from Miss McDowell herself, who made light of the difficulties of the past and pointed the way ahead in social service, for years to come.

On October 14, Miss McDowell slipped away, asleep before her sister knew that she no longer heard the words from the book which was being read. Her death is an intimate loss to Chicago. "Packingtown" was her home; and out of it her influence had reached across the sea, shaping the course of social service not only in this country, but abroad. Her own early life fed her interest in the welfare of those about her and contributed to the power with which she sought its realization. Pioneer ancestors she had, who helped to open the lanes of steamship navigation on the Ohio and Mississippi Rivers; whose homes were centers of social life in aristocratic circles in various southern cities; champions of free people in Revolutionary days, and of the equality of black and white in the Civil War.

Miss McDowell's great service to Chicago began with the city's historic fire. She was seventeen years old when she "hitched the family horse to an old 'Germantown' wagon and helped many refugees to safety with their belongings." [See Mary McDowell—Neighbor, by Howard E. Wilson. University of Chicago Press, 1928.] Her work led to the formation of the Relief and Aid Society—the forerunner of the present day United Charities. She joined Miss Addams at Hull-House, the year after it was founded. At a later crisis in civic affairs in Chicago, she again led the way in relief toward the transition from private charity to public responsibility when she served as commissioner of public welfare of Chicago, appointed in a wave of reform by Mayor William E. Dever in 1923.

Although its beginnings were modest, the University of Chicago Settlement was from the first, under her head workership, an inviting oasis for the bleakest and dreariest of neighborhoods, known in Chicago as "Back of the Yards." Social work will always need the alertness to its own danger to which Miss McDowell called attention when a friend visited the settlement some years after its establishment. To the question, "These odors down here are the worst things I have ever experienced. But you have become used to them I suppose?" Miss McDowell replied, "No indeed! I might have trained myself to get used to them long ago. But if we want to get rid of the unpleasant things in our lives or in our culture, we must train ourselves *not* to ignore them. We must remain conscious of the bad things in order to fight to get rid of them." She was proud of her title, the "Garbage Lady." "Twenty years it took—but the garbage heap has gone." In the same way she hammered against the perpetuation of "Bubbly Creek, the stagnant arm of the river that is filled with the stockyards waste. Progress has been made and Bubbly Creek is doomed."

Miss McDowell met an early test with great diplomacy. It was she, in the stockyards strike of 1905, who persuaded the strikers against violence; who helped the women to organize like the men; who went to their employers to negotiate agreements; and who explained to those to whom the social worker's position in the issue was not clear: "Labor needs spokesmen; I think I could do no better than to stay here and do all in my power to make the public understand the human and social side of this industrial dispute."

Life in that crowded industrial community meant, at once: problems of health and sanitation; labor disputes; adjustment of immigrant groups who were strange to their sordid new surroundings, and later of Negroes when the Negro migration had flowed northward to Chicago; problems of race relationships; politics in its effect upon the neighborhood; and at last, questions of peace and international conciliation, sharpened by the World War and peculiarly poignant to an American community which already had become international in fact. Miss McDowell was deeply involved in all these. She was a leader in the woman suffrage movement when it was new, in the Woman's Trade Union League, and later in the Illinois and the National League of Women Voters, especially as chairman of the department of International Cooperation to Prevent War.

She was a friend to the nations and their peoples. Lithuania responded by presenting to her the decoration of the Order of the Grand Duke Gedeminas. As a refugee, Professor Masaryk had come to see her experiments in social democracy, and his daughter, Alice Masaryk, lived at the University of Chicago Settlement in preparation for the direction of the Ministry of Public Welfare of Czechoslovakia. This young Republic conferred upon Miss McDowell, for distinguished service to its people at home and in Chicago, the Order of the White Lion.

"God-driven," Miss Addams said of her, in her "enthusiasm for righteousness, her wide human affection, her willingness to learn of life, her insight into complicated situations, her faith in human nature, which enabled her to form new and hopeful combinations with the most unpromising materials, and . . . suggest solutions for problems which the community had long accepted as insoluble."

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INTRODUCTION TO A SERIES:

Behavior As It Is Behaved

By ELEANOR ROWLAND WEMBRIDGE

THE SURVEY this month begins the publication of a series of what the author calls "life occurrences without label." As a foreword to the series she gives here her reasons for believing that, not by measuring "isolated reactions in the laboratory," but only by "observing and recording raw human data in its own setting" can "the uncharted and incalculable in our behavior" be understood. Each of the "life occurrences" embodies the working of a psychological principle, presented not as an abstraction but, after the manner of the law case books, as a case from life. The questions accompanying each "occurrence" are designed to stimulate the reader to recognize and understand the psychological fundamentals in behavior patterns, especially his own. They should prove equally stimulating for study and discussion groups.

Eleanor Rowland Wembridge is already the good friend of many *Survey* readers through her stories, originally published in *Survey Graphic* and later included in her books, Other Peoples Daughters and Life Among the Lowbrows. In this new series, as in those earlier narratives, she gives full play to her knowledge, her insight and her salty appreciation of human beings.—THE EDITORS

AFTER fifteen years devoted to the study of psychology, as a student in the Harvard laboratory, and as a college teacher, I was appointed referee in the juvenile court of Cuyahoga County, Ohio, presumably because of that educational background. It was a satisfaction to find that many of those with whom I was to work had a similar background of study in the subject, and would therefore be sympathetic with what we all called the scientific attitude toward human behavior.

As time went on, however, I began to feel a vague uneasiness as to the contribution of our science to our insight. We had learned a multitude of facts to be sure, and as far as we knew, we had learned them correctly. But many of these facts were so controversial in their theory, or were so over-simplified in their experimental findings, that it seemed difficult to make them fit the problems that we had to meet. The more carefully trained social workers, with a psychological background, were accustomed to the meticulously isolated reactions which they had studied in the laboratory. But these were as far removed from the complex reactions of our tumultuous court cases as the path of one billiard ball across a table differs from that of a ball knocked this way and that by a dozen other balls. No motives listed in our psychological studies served either to rouse or to curb the actions of desperate boys, and no learning curve fitted the re-education of girls who did not wish to learn. No contrivances for emotional measurement could be applied to a landlady furious over unpaid rent, or make rational the thought processes of a girl abandoned by her lover.

Constantly confronted with these and more turbulent situations, in all their sly, confused, unlabelled conglomerate, I was reminded of nothing so much as a regiment of conscientious dietitians, rustling the pages of a book on the chemistry of foods to find what was the matter with the cake, which in the meantime was falling, and flooding the oven. It appeared clear that while researches establish the fact that small laboratory animals will cross electric wires to their young, and thread mazes for their dinner, these researches shed little light on what to expect from Mrs. Gump's attitude toward her children or her market basket. She and her neighbors, with their lusty broods, boiled over the courtroom like an over-full kettle on a hot stove. And my co-workers and I, by the time a day was over, often threatened to be as uncharted and incalculable in our behavior as our cases.

The fact of the matter was that all of us were human. As such, we were all heirs of specific social, racial, and cultural modes of behavior upon which were grafted our own personal likes and dislikes. Those of us who had been accustomed to controlled conditions, to isolated reactions, to apparatus, to paper, were confronted with uncontrolled behavior, and with complex reactions where no apparatus could be applied. Furthermore, our procedure had to be real and final.

Some scholarly enthusiasts seemed startled by this shift to disorderly people from the less disturbing activities of guinea pigs. Some also seemed faintly annoyed by it—the better-behaved small vertebrates lent themselves so much more satisfactorily to research. Such students enjoyed talking about the changed problem, more than they enjoyed handling it. They were happy in proving that environment and not heredity explains all (or vice versa); that Freud is an apostle (or a charlatan); that conscious states are important (or nonexistent); that glands, psychic trauma, unconscious reflexes, or feeble-mindedness, account for all (or nothing). They clung fiercely to their paper creeds about psychology, often based less upon ascertained fact than upon their reverence for their major professors, which in most cases was profound. In the meantime, here were all of us, the workers and the worked-upon, so much a mystery to ourselves and to each other that, in a crisis, the more successful depended upon a "hunch," a "knack," a "bluff," a "bright idea," more than upon anything that we had learned in any laboratory, or in any school.

It has seemed to me, therefore, that there is a place in psychological literature for records made by careful observers of raw data in its own setting. No one observer could cover more than a limited field. But within that field we could study our human subjects as painstakingly

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as Fabre studied his spiders. And like him, we would defer the dissection of their activities into parts until we had observed them as a whole.

Many of my colleagues were dubious about such an undertaking. They said that it was inappropriate to "pure" science. Or, if it was admitted to the scientific field, they believed it to be not psychology but psychiatry, or sociology, or anthropology, or something else. To this I could only retort: To whom does the aurora borealis belong? To the astronomer? The physicist? The geographer? Like all such strange phenomena, the behavior of human beings is complex enough to go around among all the scientists who are interested. And at least one psychologist insists upon being among this number!

On the basis of this conviction therefore, I have tried in this series—no doubt awkwardly enough—to write about behavior as, so to speak, it is behaved. And because of an almost universal reluctance to recognize as data for science those minor traits of Cousin Emma and Uncle Joe as exhibited at home, though they readily would be admitted as "scientific" in a laboratory, a textbook, or an asylum, I have selected for study the commonplace human reactions to which we seem to be as purblind in life as was M. Perichon to the fact that his own conversation was actually "prose." Exaggerated behavior is easily recognized as suitable for study. But it usually develops from behavior with a small b, whose significance, like all small things in science, apparently requires lenses to be seen. I should expect the reader of these case stories to be stimulated by them, to notice and to analyze instances in his own experience of far greater interest to himself.

Curiously enough, I have derived moral support for this hope and undertaking from the unexpected source of the newer technique of teaching the ancient subject of law. This branch of learning has apparently gone through somewhat the same evolution in its teaching methods as is needed, I believe, by psychology. I mean by this, a shift from the old customs of starting with theory, illustrated by cases; to the new one of starting with cases, and working back from them to the theory involved. I take the liberty of quoting from the preface of the first edition of Prof. A. W. Bays' Cases on Commercial Law with but one change. Wherever the word "law" appears, I have substituted the word "psychology." Everything that he says about one, applies with equal accuracy to the other:

> It seems to the writer that one of the first things that the student should be taught is this; that he is entering upon the study of a subject that is as broad as human endeavor, of endless application, and of ever-changing condition. He should be advised that in its study he may hope to learn fairly permanent principles and rules, and to acquire information that will enable him to answer for himself many questions that will present themselves, and what is of greater importance, that he may recognize *psychological* problems *as* problems. . . . In the accomplishment of these ends, the cases, as the chief part of his study, seem better adapted than the mere text or lecture. In the case, the student sees *psychology* in its relation to life; he learns that it is principle applied to a varying set of facts; he understands the character of *psychology* and the nature of its development. The case not only informs him but has a dramatic value that arouses and holds his interest. The stage is set with real characters. No longer is the truth unconnected with human conduct. The student sees men situated as he has been, or may be situated. . . . The case system enables the student, and to an extent requires him, to make some original research in first hand material. It encourages independence of thought. The case is to him, somewhat as the cadaver is to the medical student. . . . It [the book] should be accompanied with such text, or other helps as the instructor deems advisable. Questions follow each case, and it is thought these will be very helpful. It is perhaps unnecessary to add that the editor of these cases has made very free paraphrases of the facts, and made omissions from lengthy opinions.

This lawbook preface fits so well my project that there seems little necessity for elaborate apologetics about my undertaking. Professor Bays adds: "When the writer dwelt in his lectures on the facts of actual cases . . . the student seemed deeply interested and retained the matter better in his memory than other parts of the work."

I can but hope that when such abstract psychological themes as habit, memory, conditioned reflexes, emotion, and will, have been studied, not in the abstract but as in the case of Mrs. Pashka and the Truant Officer, the same happy outcome of psychological data, acutely observed, accurately analyzed, long remembered, will be achieved.

Mrs. Pashka and the Truant Officer

WHEN Tilly and Joe Pashka had hurriedly followed their father off to work, a hush fell over the kitchen. The five younger children stood around the sink eating their breakfast potatoes. Their mother put things more or less to rights. Then, tying her handkerchief under her chin preparatory to going to market, she gave directions:

"Now you Mikey, you look after the kids while I'm gone. And if anyone comes, don't let them in unless you know who it is."

"No school?" mumbled Mikey, his mouth full of potato.

"No. No school," snapped his mother. "Who you tink stay with kids, if you go to school? Maybe they set the house afire."

"Maybe the officer'll come," Mikey reminded her. He rather wanted to go to school. Staying with the kids was no treat to him.

"Let him come," answered Mrs. Pashka angrily. "Who's boss over my children, I'd like to know, if I aint? I say you gotta stay home, and you stay."

Mrs. Pashka stamped out the door, and locked it behind her. Mikey might climb out the window, but considering the holes in his shoes he probably wouldn't, and, at any rate, the younger ones would stay where they were. Annie had lost her library book, and George needed a nickel for paste and paper. Mikey was supposed to contribute a dime to a present for the teacher, ("She should have presents—that teacher!" meditated Mrs. Pashka morosely) and Cora was harassed by the lack of a bandeau for her hair, like the other girls. Altogether it seemed much simpler to keep them all, to the extent of her powers, well away from any contact with a school system which to her meant nothing but financial grief, and which seemed designed for the sole purpose of making children think that they knew more than their parents.

As Mrs. Pashka trudged along with her market basket, she grew more and

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more discontented with public education. Its constant demands brought nothing but discomfort and ruction into her home. Balancing the evil with the good, she could not see that education had done anything desirable for her family except possibly to keep the young ones from under foot when they were too small to be any use. For one thing, since the first child entered school her food habits had been completely upset. The coffee, potatoes and bread, upon which she had been reared and her mother before her, had been drastically criticized by those thin, sallow, old maids, who presumed to teach a married woman her own business. The consequent criticism of home menus by the children irritated her beyond measure. She had done many a hard day's work on such fare; more, she was certain, than those women who sat behind their desks had ever done. Even the meat which the Pashkas could now afford on Sundays, failed to impress these impossible school teachers who prated of milk, vegetables and fruit, in a way that drove Mrs. Pashka crazy. Who was to pay for this milk and these oranges? And what could be better for a child than potatoes, and a good cup of hot coffee?

WHAT was more the continual levies of a dime here, a nickel there, trained her children in extravagant habits, and gave them nothing to show for their expenditures but pencils which they lost, ball games which wore out their pants, and cooking classes which taught them expensive tastes. Her children laughed at their mother's language, fussed over her clothes, objected to grease in the soup, wanted a radio, and liked to dance when they should have been interested in painting the kitchen and filling their hope chests. Altogether the entire scheme of American education was abhorrent to Mrs. Pashka and unjustified by its results. She knew that the truant officer would be after her again. But just now she was in a mood to give battle for her right to bring up her family in her own way, unless someone gave her the money to do it in more expensive fashion.

Her marketing done in a leisurely manner, with much gossip and bargaining among her old cronies at the food stalls, Mrs. Pashka started home. As she had feared, a city car was drawn up in front of her house, and the truant officer was waiting grimly on the porch, with the children making faces at him through the window.

Mrs. Pashka tried to push past her tormentor and get into the house without letting him in too. But he was used to these tactics, and met them by thrusting his foot in the door, as it closed on her, and pushing his shoulder against it. Thus the two of them burst into the kitchen at the same moment to be surrounded at once by an incriminating circle of little Pashkas.

As he had many times before the officer demanded, "Why aren't your children in school?" Of no use for Mrs. Pashka to say that she did not understand English. She had tried that and had found that the officer spoke excellent Polish. Useless to claim that the children were out of town, or sick, or unfed—for there they all stood in the best of health and spirits, with reminders of their breakfast still on their faces. She could not even protest that she was sick herself, or in quarantine, or that the children were actually in school, or that she had sent them and they were playing hooky in some unknown hideout where it was the officer's business to find them. Things being as they were, there was no reasonable excuse that Mrs. Pashka could think of in a hurry, so she had no alternative but to resort to verbal abuse, at which her expertness was second only to her husband's. Before the onslaught of its violence anyone of less courage and experience than a veteran truant officer would have quailed, but it beat against his composure like rain on a rock.

"I know it takes plenty of dough to send kids to school," he agreed when he was able to make himself heard. "I know it makes 'em fresh. And it makes 'em lazy. I got three fresh kids myself. I know it's a nickel here for this and that, and a dime there for something else. And it uses up their good clothes. I know everything about it. I ought to. I've heard enough complaints. But the point is, I'm not here to defend the system. I'm hired to get your kids into school because it's the law. And when it comes to law, you got to take it and like it. I had you in jail for keeping Joe out. And again for Tilly. I'm going to keep putting you in jail for the five younger kids, and as many more as you have, unless you send 'em to school. I can keep it up as long as you can. And I'm not interested in back talk. Come on," he said, turning abruptly to the children, "I'm the boss when it comes to school. Put on your sweaters, and I'll put the whole bunch of you in my car, and take you where you belong."

AT the prospect of a ride, the children made a delighted dive for their sweaters, despite the efforts of their infuriated mother to stop them. They could run faster than she could, and they were tired of the kitchen and ready for new activities. Moreover they felt a healthy lack of relish for living with their mother the rest of the day, knowing well what her temper would be. The officer checked them on his list, and marshalled them all out of the door, meantime snatching the broom with which Mrs. Pashka tried to detain them. Then pushing her firmly back into the room with her own broom handle, he slammed the door in her face. The delighted children plunged into the car and began to toot the horn. Their mother screamed and swore. Then, as the car went out of sight around the corner, she sighed and threw herself on Tilly's unmade couch.

She had done her best in this latest skirmish of her twenty-year war in defense of her family right against alien interference. Admitting temporary defeat, she philosophically decided to make the best of it, and to get a little rest the better to fight again. She had had a hard morning. The house was quiet. For some hours no one would disturb her—not even the truant officer.

So, accepting the inevitable like a sensible woman, she relaxed in the unanticipated luxury of a house to herself. Inside of three minutes she was snoring.

CULTURAL CLASH

DO you believe it possible to change people's habits of thought against their will? Have you ever been able to change other people's points of view on: Food? Education? Religion? Clothes? Family discipline? Money? Can you give three examples of success? Of failure?

Have other people been able to change *your* point of view on such matters? If so, how? If not, why not? Can you give three examples of their success? Of their failure?

If you believe the officer's management of Mrs. Pashka was unintelligent, can you suggest a better method?

What is meant by "cultural clash" between groups? Is it inevitable in the United States? Is it dangerous? Give an example of such a clash in your own social group. In any group.

Is the Dionne family an example of cultural clash? The "hex" murders? The Kentucky feuds? Name others.

Suggested Reading:

R. E. PARK AND H. A. MILLER: OLD WORLD TRAITS TRANSPLANTED.

SOPHIA M. ROBINSON: CAN DELINQUENCY BE MEASURED? Chapters VIII-IX. Truants—Delinquency and Foreign Parentage.

JOHN DEWEY: HUMAN NATURE AND CONDUCT. Part I. Custom and Habit.

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The Common Welfare

Now—After Election

"THOSE of us who are keen not to have the works program killed off before it has matured are equally keen not to have the program torn and thwarted by factors of space, time, mass and politics. Surely this last year's experience can be turned to account in projecting the new. As one point of attack, I urge the appointment of a planning commission, to review the work to date, to take stock of where it has broken down, where it has made good, where the gaps are and where the lines of promise. I should like to see such independent commissions set up in each city, to canvass performance and recommend rounded plans. Social workers can and should take hold and see that this study is made in their own communities." —Paul Kellogg in *Survey Graphic,* August 1936.

Protest and Policy

THE Workers Alliance of America, which during the summer led protest demonstrations on inadequate relief in the state capitols of Pennsylvania and New Jersey, turned up in Washington some 400 strong late last month. Unable to reach President Roosevelt the delegation presented its demands to Aubrey Williams, assistant administrator of WPA, and was advised to "Lay your problems before Congress when it comes back. Don't embarrass your friends."

The Alliance demanded, among other things that WPA wages be raised, that "every WPA worker be paid the trade union hourly rate for his trade in his locality," and that "WPA workers be given the full right to organize and act together without being subject to discrimination or discharge and that their representatives as named by the Workers Alliance of America shall be placed on all labor policy boards."

Following the conference with Mr. Williams the delegation adopted a program which included a "mass hunger march" on Washington in January or February "if conditions become more acute and remain unrelieved"; a campaign for organizing all unemployed for concerted action; and preparations "to enforce our program by means of local demonstrations, local stoppages, and finally, if necessary, a general strike."

Meantime in New York, Lieut. Col. Brehon B. Somervell, city administrator of WPA, did a little protesting on his own account against circulars distributed by the Alliance which seemed to claim that his office favored it above other organizations as spokesman for WPA employes. The Alliance, he said, was merely one of several employe organizations with which WPA had agreed to deal:

> I do not recognize any organization as anything more or less than representative of its membership. . . . I do not recognize any organization or any member of an organization as being in a position preferable to an individual who is an employe of this administration and who prefers not to join an organization. . . . I will tolerate no discrimination against individuals who are members of organizations . . . no favoritism to individuals who are organization members.

The WPA accepts in principle the right of workers to organize in any way they see fit in order to present in orderly fashion any matters relating to their employment such as wages, hours and so on. Any organization activity during working hours or on projects constitutes neglect of duty and subjects the offender to suspension or dismissal. We are ready at all times to confer with our employes.

Public Housing

FOLLOWING the opening of Techwood in Atlanta, first of the PWA housing projects, came in October the laying of the cornerstone of Ten Eyck Houses in Brooklyn, largest of them. It is abundantly clear that the rents in these two developments are too high for really low income groups. In Techwood the average rental per room per month is $5.58 plus a utility charge of $1.81, a total of $7.39. As a matter of fact the tenants of this fine housing development are fairly typical white collar folk, who are paying about one third of their income for rent. According to present plans, rents in Ten Eyck Houses will average $6.57 per room, but "present plans" are subject to change and it is wholly possible that they will be higher. Obviously the people who formerly lived on the sites of these new buildings, whether the Negroes in the unsanitary shacks in Atlanta or the whites in the tenements in Brooklyn, cannot afford the new housing.

But should this fact damn these and other public housing projects of similar type? If the sole purpose is to house the lowest income groups the answer is yes; but if slum clearance is part of the purpose the reply is no. Both of these projects eliminate some of the worst housing imaginable, in Atlanta more than twenty-two and in Brooklyn twenty-five acres. The human and civic cost of slum areas is too well known to need argument; and slum clearance was specifically mentioned in the federal act. But obviously if it is not to be accomplished at the expense of those who formerly lived on the sites, all projects must not be on the white collar rent level. Clearly there is nothing to be gained in robbing Peter to pay Paul. Our plans fall short whenever there is no definite provision for old tenants, either on the old sites or elsewhere. We should do well to follow the lead of progressive European cities and make rehousing an integral part of our housing program.

Liberty's Day

FOR fifty years, since October 28, 1886, the Statue of Liberty has stood on her island in New York harbor, symbol to millions of immigrants and homecoming Americans. Among the "golden jubilee" observances was an open letter to President Roosevelt from the advisory board of the American Committee for Protection of Foreign Born, urging him to declare:

> . . . that the masses of the American people are opposed to the present widespread alien baiting and persecution of the foreign-born; that this country will live up to its promise of equal opportunity for the immigrants within its borders

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and that it will reestablish the proud principle it once maintained as an asylum for political and religious refugees.

That the French who gave the statue and Joseph Pulitzer who saw to it that it was lighted were not altogether wrong in their faith has been illustrated by the free range of discussion in this fall's political campaign. True there were black spots at Terre Haute and Tampa, but by and large such discussion would have been barred in at least four of the great nations of the world. None the less there are shadows pricked out by the light. For example: For two out of the five decades Liberty has been upholding her torch Tom Mooney has been held in prison in California, convicted on testimony now known to have been perjured. His case still drags its slow way. [See *Survey Graphic,* December 1935, page 586.] Hearings before a referee appointed by the state supreme court to review the evidence were finally concluded in August. Just as they ended, the court entered an order requiring the referee to make findings of fact which called for an analysis of the 16,000-page record by attorneys for both sides and then by the referee. The attorneys must make their arguments before the referee and the referee must file his recommendations with the state supreme court, which then will hear the arguments of the attorneys. If, as anticipated by the defense, its decision is adverse the case may be back in the U. S. supreme court by next autumn for final ruling.

The Labor Front

BY late October the situation between the leaders of the American Federation of Labor and the ten suspended unions affiliated with the Committee on Industrial Organization had reached at least a temporary stalemate. [See *Survey Graphic,* October 1936, page 559.] *The United Mine Workers' Journal,* official organ of John L. Lewis's union, took the line that:

> The executive council of the American Federation of Labor will have to rescind its suspension action against ten unions of the committee, and the federation join and cooperate in organizing mass production industries if organized labor is to be in full agreement as in the past. . . . Rumors of peace overtures on any other basis are untrue and without foundation.

Meanwhile the executive council of the AF of L had accepted the resignation of William L. Hutcheson, president of the building trades department, leader of the anti-Lewis majority in the last two conventions of the AF of L. Some close students of the situation held that, with Hutcheson off the council, the way is cleared for peace between the two factions of organized labor. Others held that Hutcheson resigned, not because of the Green-Lewis split, but in protest against the report of the council on the labor records of the two presidential candidates. Though it made no recommendations, the report was regarded as favorable to President Roosevelt. Mr. Hutcheson heads the labor section of the Republican National Committee.

How the headlines will read when these words appear in print, few would dare attempt to prophesy. There now seem to be three possible alternatives at the AF of L convention opening in Tampa, November 16; the AF of L will accept the Lewis terms and admit the CIO delegates to the convention; the delegates of the CIO unions will be refused seats and votes; or the Lewis faction, representing 40 percent of the AF of L membership, will not attempt to take part in the convention, but will hold a "rump parliament."

Affording Pneumonia

JUST around winter's corner lurks pneumonia. We know it's there; we know it's deadly. Pneumonia killed eighty-seven people in New York City in a recent fall week, as against four lives taken by influenza, one each by typhoid and meningitis, and twenty-seven by automobiles. New York state loses 12,000 lives from pneumonia annually. Figures compiled by the Metropolitan Life Insurance Company for the first eight months of this year indicate "one of the best health years in the history of more than seventeen million industrial policy holders" but "on the unfavorable side, rises in the mortality from heart disease and pneumonia." Yet apparently we the people still "can't afford" to arm against its depredations.

Pneumonia can be fought with nursing. Says U.S. Surgeon General Thomas L. Parran: "A careful check-up shows that where there is a nurse available to give care to a patient sick with pneumonia, the chance of recovery is doubled. Yet I dare say that even in our communities best served by visiting nurse associations, not two thirds of such pneumonia cases get this care; I think not more than half." In New York City, the Henry Street Visiting Nurse Service alone cared for 26 percent of all pneumonia cases reported last year to the Board of Health for Manhattan, Bronx and Queens.

Pneumonia can be fought through the use of serum, say health departments. Extensive research and experiment in the New York City, New York State and Massachusetts Departments of Health have shown the efficacy of anti-pneumonia sera. Technicians have labored to identify types of the disease and to develop a special serum for each type. Yet a recent request for an item of $100,000 for anti-pneumonia serum to be used by the New York City Health Department, at an estimated average cost per case of $60 to $75, was rejected by those who determine what the city can afford and what it can afford to do without.

And So On . . .

THEY do it without so much wear and tear in Alaska. "Flying Nell Scott" was elected to the territorial legislature without making a single speech. She simply had "heart-to-heart" talks about her platform with her prospective constituents. Among her planks were: abolition of fish traps, social security legislation, financial aid to prospectors. • • The "blood count" theory of determining paternity is deprecated by a German expert on biological heredity who offers instead the contour of the nose as the best signpost of origin. • • Antioch College celebrated the Horace Mann centenary with the dedication of a bronze statue to the great American educator and a two-day conference on The Function of Education in a Democracy. • • A recent housing survey in Philadelphia shows that the median age of structures occupied by white persons is 32.7 years; by Negroes, 53.7 years. Negroes live in only 1.7 percent of houses less than ten years old, but in 47.2 percent of houses a hundred or more years old. • • Prisoners at Sing Sing are to enjoy a lecture course this winter arranged by New York University. Included among the subjects is a talk on social security.

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The Social Front

Relief

STUDYING former urban relief cases in thirteen representative cities, from October 1, 1935 to August 1, 1936, the WPA's social research division at Washington found a steady increase in the number of such cases entirely supported by wages from private industry. The rate of increase was faster from March 1936 to the end of July (when the high point of 25.6 percent of former urban relief cases, now self-supporting, was reached) than during the earlier period, October 1935 to March 1936, which started from a low of 13.7 percent.

Corresponding to the rise of full time "real jobs" among former urban relief clients, is the increasing number who have attained partial self-support. This percent rose from 31.9 in March, this year, to 39.8 in July. The increase in part time employment, the study suggests, reflects seasonal conditions.

Similarly, each month showed a decrease in former urban relief cases receiving aid from relief agencies or from the Works Program. The rate of decrease also accelerated in the later period of the study. Twice as many left relief during the period from March through July, 1936, as from October, 1935, to March.

Transients—To prepare itself to supply information for the Secretary of Labor's current study of laborers migrating across state lines, the Kansas ERC made a study, during the summer, of the condition of transients applying to county relief offices and local police departments.

A committee of the Council of Social Agencies of Providence, R. I., which undertook a census of transients (defined as having lived in the city for a year or less) for two weeks in early summer, found that many varieties of physical care were offered by some thirty-five agencies, but "had a feeling that only the most superficial care was given." Some 41 percent of the applicants were forty-five or older; 15 percent, twenty-four or younger. The great majority were from nearby New England states, or from New York or New Jersey. Massachusetts alone contributed 41 percent of the visitors. "Does this mean," queries the report, somewhat ingenuously, "that these states make little provision for the unattached? Does it indicate that they are not able to absorb their people in industry? We wonder how many from Rhode Island are now in Massachusetts, New York and Connecticut, and if so, why?"

The Michigan ERC, in line with its general decentralization of relief administration, has replaced the transient division of its emergency organization with a regularly constituted Bureau of Homeless and Unattached Men under the Social Service Division. Administrative responsibility for the provision of congregate shelters is delegated to the various counties with staff responsibility definitely allocated. The SERA contributes to local budgets for this purpose and itself retains advisory supervision of all shelters and other provisions for care of homeless persons, and the operation of camps for homeless single men.

Only six camps, remnants of the former transient program, now are operating in New York under WPA—a 75 percent reduction from last year, according to a report from state WPA Administrator Lester W. Herzog. "With the coming of WPA and its new opportunities for work for the idle it soon became apparent that transient camps, except as storage reservoirs for labor, no longer fitted in the picture," said Mr. Herzog.

Jurisdiction—Whether, with federal-state old age assistance, the institution for the aged or the state shall be responsible financially for residents of privately financed homes for the aged, is a nice point of jurisdiction which has arisen in administering social security programs.

Recently in New York City, Commissioner of Welfare William Hodson ruled that an applicant resident in a private institution would not be accepted if he had entered the home on some contractual arrangement whereby the home had received compensation for which, in return, it had promised to give care for life; that applications would not be granted for incidental expenses properly involved in the home's responsibility to supply normal care for the needy; and that an accepted application would operate on the usual basis, with a budget, paid monthly by check to the applicant.

Selling "Cash Relief"—When the Pennsylvania ERB this fall inaugurated state-wide cash relief, a number of educational efforts explained the new system to the community. An "open letter to landlords, direct relief recipients, and the public" was distributed widely, explaining how the item of shelter allowances is handled under the new system, with charts to show specifically "the largest amounts which relief families will be able to pay," on a family budget basis.

Going Down—Reports on relief loads are pointing, these days, to conspicuous declines: during the summer just past, reported by Harry Hopkins for the nation; during the current calendar year, reported by TERA for New York State; and during successive weeks in October, reported by the SERB for Pennsylvania. Sixteen weeks of continuous decline in home relief cases on New York City's ERB rolls had been recorded in late October.

Less Surplus—The curtailment of relief by surplus commodities, which has been current this fall, has caused the state of Washington to announce a restriction expected to last several months. In the case of WPA families, only those with six or more members will be eligible for production clothing as well as for food commodities. Distribution of commodities to institutions has been eliminated temporarily. . . . In Illinois, the ERC in a bulletin addressed to local administrators announced as of early October, "Effective operation of the new state-wide project for commodity distribution will be dependent upon participation in the expense of this program on the part of local public relief agencies. . . . Contributions for rent, trucking and other facilities to cover handling and distribution to eligible families must be secured and arranged for immediately."

Among the States

MICHIGAN'S Welfare and Relief Study Commission, appointed by Governor Fitzgerald last spring, is carrying on an active program of research, hearings, and discussion, looking toward recommendations for the reorganization of public welfare in Michigan when the Legislature convenes in January 1937.

The commission has nineteen members representing various groups and points of view, among them: Harold D. Smith, executive director of the Michigan Municipal League, chairman; William Haber, administrator of the Michigan ERC; and William J. Norton, executive of the Children's Fund of Michigan.

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Fred E. Levi, former assistant executive secretary for the Wardwell Commission in New York, is executive director. Three studies are under way, with the following research staff: state welfare organization, Arthur Dunham, Beth Muller and Samuel Kellman; local welfare organization, Marguerite Patton, Pearl Salsberry, Walter Hixenbaugh, Clara Somerville, Evelyn Hardy, and Jack Foster; financial and statistical study, Clarence V. Smazel and Frank M. Landers; legal and bill drafting, Frances M. Florer.

Staff Training—The comparatively new Washington State Department of Welfare issues to its staff, from time to time, training and educational material geared to programs under way. General bulletins on Planning and Holding Meetings and on Organizing for Community Surveys are typical. A bulletin sent to local administrators, "to be indexed under community organization," contained timely suggestions for carrying out Washington's state-wide program of friendly visiting of old age pensioners by volunteers.

Goings-On—The Alabama State Department of Welfare Bulletin reports that in twenty-three counties a joint service program ties together the work of the school attendance officers with the department of public welfare. To meet the recognized need for case work services in his field, the attendance officer has been assigned to work, as a staff member, under the direction of the department of welfare. . . . In North Dakota, where the forage and grain crops have failed in many districts, WPA workers have been used to bale hay which will be distributed for feed in sections of the state where crops have failed completely. . . . Recognizing that relief figures from its monthly news releases have been used generally as a basis for comparisons of relief costs which do not take into account variable factors, the Connecticut ERC has offered to prepare, upon request, reports giving a true comparison for a given town with another of similar size. . . . "So far as my own experience is concerned," says Director Karl de Schweinitz of the Pennsylvania ERB, from the center of a hotly-discussed area, "I have never seen any governmental agency so absolutely free of political considerations as the Pennsylvania SERA. In employment and discharge of personnel and in general operation, politics has not been taken into consideration."

Progress—A year ago, when county FERA offices were discontinued in Georgia, a final allotment of FERA funds to the state was earmarked to help counties establish local public welfare departments or to strengthen the few existing. Now Georgia has county welfare workers in 147 counties. The FERA funds have been used only for salaries and to provide supervision in organizing the units. Local sources must supply quarters and clerical and traveling expenses as well as relief.

Florida, Oklahoma and Texas, during the late summer, placed their public welfare services under merit systems, though without passing formal civil service laws.

In Print—Public Relief in New York State by Elsie M. Bond, recently published by the State Department of Social Welfare in cooperation with the State Charities Aid Association, summarizes the public relief law and related statutes. (Single copies on request from the association, 105 East 22 Street, New York; or in quantity at 5 cents each.)

The American Public Welfare Association has issued Field Work with Public Welfare Agencies, by Josephine C. Brown; and Civil Service for Public Welfare in Hamilton County, Ohio, by Reuben Horchow. (Available from the association, 850 East 58 Street, Chicago, at 25 cents each.)

Security

SIX of the fifteen state unemployment insurance laws are in the courts. The New York law is to be reviewed by the U. S. Supreme Court, on appeal from a favorable decision by the highest state court. [See *The Survey,* May 1936, page 145.] In Alabama, California, Massachusetts, Mississippi and Oregon cases are pending in the state courts. A U. S. district judge in Alabama at the request of the Gulf States Steel Corporation, has issued an injunction halting the collection of the payroll tax under the unemployment insurance law. Press reports indicate that this means a review of the Alabama law by the U. S. Supreme Court.

Administration — Making initial wage records and assigning social security account numbers to some twenty-six million workers, for whom federal old age benefits will begin to accrue January 1, 1937, will be done by the Post Office Department, in cooperation with the Social Security Board. The Post Office Department will be reimbursed by the board for the expenses involved. The board's announcement states that "through this arrangement the maximum coordination and use of existing facilities will be achieved and the work of establishing accounts for millions of workers will be conducted in the most efficient and economical manner."

Since the resignation of John G. Winant, Arthur J. Altmeyer has been acting chairman of the Social Security Board. . . . Marion Hedges, formerly director of research for the Brotherhood of Electrical Workers, is head of the new labor information division of the board's informational service.

The bureau of research and statistics is giving a basic training course for all new employes who will hold executive positions with the board. . . . The bureau of old age benefits has developed an "advanced course" in the theory and methods of its work. . . . The bureau of public assistance has a special section prepared to help state governments desiring to set up technical training courses in public assistance for their employes. . . . The New Hampshire Board of Welfare and Relief has prepared an elaborate old age assistance manual for distribution to county commissioners and their relief assistants, as a move toward "uniformity of administration of old age assistance."

An account of the administration of old age assistance in three of the states which have had the longest experience with this form of aid is published by Public Administration Service (850 East 58 Street, Chicago) based on a study made by the committee on public administration of the Social Science Research Council. The study describes the organization in New York, New Jersey and Massachusetts, prior to the federal government's entry into the picture. Under the New Jersey law, help for the aged is administered by county boards. In New York and Massachusetts, the aged are cared for variously through county, city and town agencies. Like all public welfare administration, the report states, old age assistance has "suffered from its own provincialism." A ten-year program of "constructive leadership in local administration" is urged, and elements of a state supervisory program are defined. The study was undertaken as an aid to the thirty-nine states now eligible for grants-in-aid toward their old age assistance programs. Many of these states are revising or extending their administrative systems, or must soon do so, to meet a heavier load.

Missouri's Committees—The governor's committee on coordination of the Missouri laws with the social security program has appointed five subcommittees, each to consider one angle of the question: unemployment compensation and old age benefits; state old age assistance and federal grants in aid;

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grants for the blind, dependent children, and public health; relief problems and consolidation of welfare activities; possible sources of revenue to finance the social security program in the state.

Study and Record—For an admirably clear and complete analysis of the national social security program in brief compass, see the information bulletin for September 5, 1936, from the department of research and education, Federal Council of Churches, 105 East 22 Street, New York. . . . Seven skits, dramatizing various aspects of the social security program, have been prepared by the Workers Education Bureau, 815 Mt. Vernon Place N.W., Washington, D. C. for presentation before unions or other organizations. . . . The Social Security Board has put out the first of a series of quarterly bulletins correcting and amplifying statistics of public assistance collected monthly from states cooperating under the Social Security Act.

Child Welfare

BY enabling parents to look after their own children, unemployment relief in New York City has sharply reduced the number of applications for commitment of children as public charges, declares the annual report of William Hodson, Commissioner of Public Welfare. The year 1931, when the state's emergency relief law was adopted and the city's large-scale unemployment relief program was launched, marked the peak of applications with more than 16,000 children proposed for commitment by destitute parents or relatives, and about 6000 accepted. In 1935, 9418 were proposed and 3385 accepted. These children come from families ineligible for mother's assistance under the Board of Child Welfare, and from homes which illness, bad moral conditions and the like make unsuitable for children. Some are committed by the children's court.

Care of children in boarding homes as compared to congregate institutions has increased steadily. In 1929 the city cared for approximately 5000 children in boarding homes and 12,000 in institutions; while in 1935 approximately 9800 were in boarding homes and 12,901 in institutions. As the result of a recent thorough survey of the department's child-caring work, a committee on adoption has been set up, to review every case before final approval is given for placement of the child in a home. Another change in procedure is the transfer from the department of social welfare to the department of hospitals, of the medical and physical examinations made before commitment of children for institutional care.

The report recommends to the mayor the appointment of a suitable body of citizens, welfare agency representatives, heads of city departments and courts, to study and map out a program for coordinating the work of all child welfare and related agencies, public and private, toward a more comprehensive and unified system of caring for the city's unfortunate children. The Interdepartmental Coordinating Committee appointed by the mayor last spring, and the bureau of adjustments established in the children's court are cited as important steps in this direction.

Danger Hour—The Hillside Home for Children, Rochester, N. Y. has developed an activities program including handicraft, dramatics, music, dancing—tap and social—handsewing, athletics and a generally varied assortment of opportunities for self-expression and recreation. Besides increasing the skills and developing the taste of the children, these activities have helped in solving disciplinary problems. Most of the activities are scheduled for the "danger hour" between the close of school and dinner time, when, as a study of the children's leisure indicated, breaches of discipline most frequently occur.

Meier Shfeyah—Some 400 girls and boys are on the waiting list for admission into the Children's Village of Meier Shfeyah, Palestine, maintained by Junior Hadassah, the Young Women's Zionist Organization of America. The home school, situated in Samaria, now houses 115 young people and is being expanded. It is the only Palestinian Jewish agency of its type working with the needy children of Palestine and the surrounding countries. Of the 200 girls and boys so far graduated, each equipped with general education and training in agriculture or trade, 60 percent have chosen farming as their vocation. [See *Survey Graphic,* December 1935, page 602.]

Federal Services—Of the 1211 crippled children known to the New Mexico Bureau of Child Welfare, 482 have been examined in diagnostic clinics, and sixty-eight of them hospitalized. The 1937 plans call for additional clinics, and for hospitalization of 248 cases.

Twelve clinics for crippled children are now operating in North Carolina, and three more are being organized. Nine orthopedic surgeons and twenty general hospitals, as well as the North Carolina Orthopedic Hospital, at Gastonia, are cooperating in the program.

Introduction or expansion of psychiatric social work in public welfare departments is an interesting feature of various state plans for child welfare services under the Social Security program. Among plans recently approved by the U. S. Children's Bureau, those of Louisiana, Alabama, North Carolina and Vermont expressed the need for a better general understanding of mental hygiene principles. Each hopes to employ an experienced psychiatric social worker on the state staff to give consultation service in special children's problems and to interpret the mental hygiene aspects of social case work to public and professional groups.

In School and Out

THE "Antioch plan" combining paid jobs and school has been adapted to the needs of highschool students who do not plan to go on to college in Wahpeton, N. D. The plan is being continued this year, after a successful experimental year in 1935-6. In most cases only one student has been assigned to an employer, and the work week has averaged fifteen hours. Twenty-four employers cooperated last year, giving personal instruction in the work on which the student was engaged. This year, as last, every opportunity is given the young people to study occupations and occupational demands, to discuss employer-employe relations, and to relate their school work to their individual job experience.

The Burke Case—President Butler of Columbia University has announced that he will not overrule the decision of Dean Herbert E. Hawkes, denying reinstatement to Robert Burke of Youngstown, Ohio, president-elect of the junior class. Burke was requested not to return to Columbia this fall, after he took part in an anti-Nazi student demonstration in front of the home of Dr. Butler last May, protesting Columbia's participation in the Heidelberg celebration. The student board of Columbia College, by a vote of four to three, approved the decision of Dean Hawkes. Three senior members of the board had been appointed as a committee to investigate the affair. A dispassionate and well-documented statement of the case has been prepared by the American Student Union (112 East 19 Street, New York), arguing that Burke was not guilty of "unseemly conduct" and "refusal to apologize," as charged by the college authorities.

Training Citizens—Hobart College, at Geneva, N. Y., announces a required four-year course in "responsible citizenship," beginning with this year's freshman class. The purpose of the course

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will be "to prepare graduates for intelligent participation and active leadership in local affairs." In the senior year, the course will concentrate on the operation of American government today.

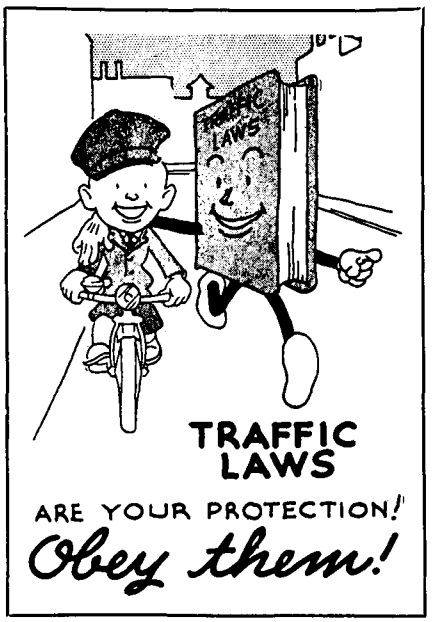
School Strike—Familiar labor conflict tactics came into play in Walker County, Ala., last month, when public school teachers tried to form a union. County school officials did not renew the contracts of three teachers who had been active in starting a local of the American Federation of Classroom Teachers, an AF of L affiliate. More than two thirds of the children, backed by their parents, carried on a "stay away strike." Governor Bibb Graves finally took a hand, and the strike ended when he volunteered to serve as "umpire" in a "full and impartial" inquiry into the school conditions of the county. Union leaders claim that 110 of the 375 local teachers have "joined up."

Report and Record—Occupations and Vocational Guidance, an indexed bibliography by Wilma Bennett, in a new and revised edition, is a valuable guide to available information about occupations (H. W. Wilson Co. Price $1.25 postpaid of *The Survey*.) . . . The Educational Policies Commission, 1201 Sixteenth Street N.W., Washington, D. C. reprints in pamphlet form Planning Educational Progress, an address by A. J. Stoddard at the annual meeting of the American Council on Education; and We Chart Our Future Policies, an address by Frederick M. Hunter at the 1936 convention of the NEA. . . . The American Youth Commission, 744 Jackson Place, Washington, D. C., has prepared in mimeographed form, Current References on American Youth Problems. . . . Retrospect and Forecast in Radio Education, by Levering Tyson and William J. Donovan is a stimulating review of this new field. (National Advisory Council on Radio in Education, 60 East 42 Street, New York). . . . In Circular No. 162, the U. S. Office of Education brings together a brief history of federal aid for education, data for 1934-5, and a bibliography of the subject.

Safety

NEARLY one out of every 1000 people in the United States this year will be the victim of a fatal accident. This prediction, made at the recent Congress of the National Safety Council, was based on statistics for the first eight months of the year, indicating that the total will be 110,000—some 9000 more than the previous high of 1935. Home fatalities will lead with their toll of about 40,000 deaths, followed by automobile fatalities of approximately 36,000, 700 less than last year.

The national economic loss from the probable 9,500,000 non-fatal injuries of all types—over half of which will be home accidents—is estimated at nearly $4 billion. The greatest progress in the field of accident control, according to the Congress, was due to the efforts of private industry.



Adapted from Western Union cartoons, Public Safety, October 1936

Bicycles Built for One—"The bicycle has wheeled itself right out of the pages of the scrapbook into roadways built for automobiles, onto sidewalks built for pedestrians." As the magazine *Public Safety* points out, we no longer speak of the bicycle in the past tense; the ten million on the road today must be reckoned with, as another growing menace to life, limb and the pursuit of happiness. Last year bicycles on the road increased by 25 percent; this year a million bicycles are being manufactured. Last year there were 350 deaths from collisions between bicycles and motor vehicles alone—approximately one percent of all motor deaths for the year. Children, being in the majority in the army of bicyclers, are the chief victims, and will continue to be so until they are educated to realize that they are not immune to traffic rules, and until the automobile driver realizes that without special bicycle roadways cyclists must be given consideration.

Please, Mr. Officer—On the theory that our streets can never be made safe until police officers know and practice methods of efficient traffic control, an increasing number of training courses for those officials are being established. The Traffic Officers' Training School conducted last summer at the University of Alabama in cooperation with the National Safety Council, the Alabama Highway Patrol and the International Association of Police Chiefs—the first of its kind ever held in the South—had an enrollment of eighty men, sixty-seven of whom received diplomas.

New courses are being conducted at Harvard and Northwestern Universities, the Harvard course being the first graduate school course in automobile traffic offered by any university. Financed by the automobile and allied industries, fifteen fellowships of $1200 each have been granted to police officers and traffic experts for a year's study at the Harvard Bureau for Street Traffic Research. The Traffic Safety Institute at Northwestern was established with a $6000 gift from two insurance companies, in the belief that "the regular safety engineering and educational work of casualty and insurance companies can thus be supplemented."

Strange Anomaly—While Illinois legislators have not yet passed a driver's license law, the Chicago Park Commissioners are leading the way in an effort to promote traffic safety. Stimulated by more than a hundred weekly requests for information as to "where I can learn to drive," the commissioners have built a driving field, where any person over sixteen years of age may receive instruction—with a certificate upon completion of the course. Built with WPA funds, the field, covering several acres with its three-mile roadway, includes most of the hazards that the ordinary driver must face—among them a high-speed road, hills, curves, a traffic circle, a service station pull-in, parking areas, and a railroad crossing.

With the Co-ops

COLLEGE cooperatives, most of which have sprung up in the last four years, now number 138, and serve more than 32,000 students on campuses in every section of the country. Together they last year did a business of well over $2,750,000. A typical story is that of the cooperative at Texas A. and M. College, outlined in *The Intercollegian* for October. In 1932, twelve boys on that campus banded together to run their own dormitory and buy cooperatively from local retail dealers. Today, the co-op at A. and M. has a membership of 533 boys who save themselves over $80,000 a year by furnishing their own rooms and meals for $8 to $10 a month. They do a joint business

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of $2000 a week, and dealers are begging for their accounts. On this one campus, the cooperative has made it possible for more than 1000 students to attend college who otherwise would have been forced to drop out.

The campus cooperatives now have a national organization, the National Committee on Student Cooperation, 5757 University Avenue, Chicago. A handbook of student cooperative associations may be secured from California Cooperative Council. (Price 15 cents, from the Council, P. O. Box 859, Pasadena, Calif.)

From Finland—Five Finnish cooperative leaders are in this country to spend several weeks investigating consumers' and producers' cooperatives in the United States. Their leader, Hugo Vasarla, head of the Cooperative Wholesale Society of Finland, states that cooperative trade in Finland is gaining at the rate of one percent a year. More than 50 percent of the population is enrolled in consumer or agricultural cooperatives, which do 40 percent of the total retail trade in Finland. This figure compares with 15 percent for Sweden; 12 to 15 percent for England. The co-ops, Mr. Vasarla states, actively control the price level in Finland and the independent retailers, to meet the competition of the cooperatives, have adopted some of their methods. Differing from the procedure in England, co-op policy in Finland has been to push prices down and to return only one or two percent in profits to shareholders. Finnish cooperatives are buying American farm machinery, oils and dried fruits.

Wholesalers—National Cooperatives, Inc., a federation of eleven cooperative wholesale associations with more than a half million individual members, is this month opening a national office in Chicago. The business of National Cooperatives hitherto has consisted chiefly of joint contracts negotiated by committees for petroleum products, tires, batteries, fencing, binder twine and other commodities used by the cooperatives affiliated with the national organization. It is believed that a permanent national office will facilitate joint purchasing, and make it possible to extend purchasing to additional fields. Last year (1935) the wholesale business of member associations totaled $25,432,000, an increase of 32.2 percent over the previous year's business. . . . Eastern Cooperative Wholesale, owned and operated by retail cooperative associations in New York, Pennsylvania and New England, is this month opening a branch office in Boston. Its main office has just moved from 112 East 19 Street, New York, to 112 Charlton Street, in the heart of the wholesale section of the city.

Co-op Power—Private utility companies having refused to enter into contracts to supply power to rural electrification cooperatives organized in Ohio to distribute power to areas not previously served by the utilities, the co-ops are planning to construct plants to produce their own power. [See *Survey Graphic,* September 1936, page 506.] The Inter-County Rural Electric Cooperative, organized to serve 5000 farm homes in Highland, Fayette, Ross, Clinton and Pike Counties, has started work on a modern generating plant. . . . Ohio's first electric co-op, the Pioneer Rural Electric Cooperative, serving 1700 families in Miami and Shelby Counties, with power from the Piqua municipal plant, was completed in June.

Farmers' Cooperation—This country now has at least 20,000 farmers' cooperatives of all types, according to a recent report by W. I. Myers, governor of the Farm Credit Administration, Washington. These co-ops fall into two general classes: farmers who get together to sell their products, and farmers who carry on cooperative purchasing of farm supplies or such essential business services as fire insurance, water, electricity, credit. The purchasing cooperatives did a total business of more than $250 million in 1934-5. The estimated value of farm products cooperatively marketed in the same year was over one and a third billion dollars. Farmers in almost every county in the country are now organized for cooperative credit, Mr. Myers reports.

New Fields—New fields for cooperation in this country was one of the major themes of the tenth biennial congress of The Cooperative League, which was held in Columbus, Ohio, in early October. Sessions were devoted to discussions of fundamentals of cooperative management, publicity and education, rural electrification, urban cooperatives and cooperative medicine as an alternative to private profit or social medicine.

The thousand delegates, representing about three million consumers, adopted resolutions asking Congress to take the "rural" limitation off the Rural Electrification Administration, and to create an agency similar to the Farm Credit Administration to assist consumers' cooperative housing activities.

Survey and Report—A new bulletin of the Farm Credit Administration, cooperative division, prepared by R. H. Elsworth, gives Statistics of Farmers' Cooperative Business Organizations, 1920-35. . . . The Cooperative League, 167 West 12 Street, New York, offers Sweden: Land of Economic Democracy, by E. R. Bowen, (15 cents), A Trip to Cooperative Europe, (5 cents.)

Minimum Wage

THE U. S. Supreme Court has refused to reconsider its decision declaring the New York minimum wage law unconstitutional. [See *Survey Graphic,* July 1936, page 412.] New York, Massachusetts and Illinois joined in the plea for a rehearing, urging that a matter of grave public concern should persuade the court to re-examine its 1923 decision in the Adkins case, on which the opinion in the New York case was based.

The Washington Law—The U. S. Supreme Court has granted a review of the Washington State minimum wage law, which is very similar to the New York law. The case is that of a chambermaid employed by the West Coast Hotel Company at a wage less than that laid down by the state industrial board. The state supreme court upheld the law, and it is from this decision that the hotel company has appealed.

Next Steps—The committee appointed by the Secretary of Labor last summer, to consider the effect of the decision of the Supreme Court in the New York case and to suggest action "to preserve the benefits of existing minimum wage legislation" is continuing its study but has not yet formulated a report. . . . Elmer F. Andrews, New York State Industrial Commissioner, has called a conference early in November "to discuss the question of immediate procedure; to consider the drafting of new state legislation; and if that seems desirable, to discuss the question of constitutional amendment." . . . The National Consumers' League is conducting an inquiry into possible methods of giving Congress and the states power to regulate the hours and wages of women workers in industry.

Hospitals

THE extension of group hospitalization to families at a cost of seven cents a day, has been announced by the Associated Hospital Service of New York. The new service is an outgrowth of the three-cents-a-day plan which now enrolls in New York City more than 125,000 individual subscribers and makes available the facilities of 197 member

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hospitals. Similar hospital service plans are now in operation in more than sixty American communities.

Under the new family plan, services for a father, mother and family of five, including all unmarried children under nineteen years old, is now available at $24 a year on a payroll deduction system. A similar arrangement covering only husband and wife, is available at $18 a year. Obstetrical cases henceforth will be cared for only after the patient has been enrolled for one year in the service. . . . In Rochester, N. Y., where the group hospitalization plan has been in operation for a year, 10 percent of the city's population is enrolled in the Rochester Hospital Service Association.

Services Studied—Hospital in-patient and clinic services in the Buffalo area, for 1929-35, as reported to the U. S. Children's Bureau in the course of the national registration of social statistics, have been the subject of study by the Buffalo Foundation. Statistics from the two public and thirteen private hospitals reporting show that the peak year for services given by the whole group, as well as for the public hospitals considered separately, was 1932; for private hospitals alone the peak in volume of service was 1935. Studying the relative increases in free, pay and part pay services given, the report concludes, "It would appear that as the depression continued and individuals were unable to pay private hospital charges and yet able and willing to pay prices within their means, such persons have received and paid for hospitalization at the public hospitals."

Private hospital service to free patients also shows a large increase, amounting to 114.8 percent from 1929-35. In 1935, 55.3 percent of the total hospital service in general hospitals in the area reporting was given to free patients; compared with 30.3 percent in 1929. The most striking increase comes in private clinic service, amounting in 1935 to 533 percent over the 1929 total.

In New York—The contribution of the city of New York toward the support of free patients in voluntary hospitals has increased 79.79 percent in the past five years. . . . Average occupancy of all the hospitals and institutions under the New York City Department of Hospitals, for the first six months of 1936, reached 97.4 of bed capacity. Dr. S. S. Goldwater, commissioner, says that normal occupancy of a public hospital is 90 percent, and that this percentage, as an average for all services, makes it quite certain that some are overcrowded. In seven New York hospitals occupancy for this period exceeded 100 percent of total capacity. . . . The department has noted a steady increase in payments from patients treated in city institutions, indicating that by the end of the year the city's taxpayers may be reimbursed to the extent of a half million dollars. This would be an unprecedented collection. Those who pay are emergency cases with some funds and occasionally a discovered "chiseler." . . . From 377,000 patients cared for by the department from January to June, 1936, only eighty-eight complaints were received regarding hospital service rendered. In the corresponding period, 1934, as many complaints often were made in a day as now in a month.

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How to ALKALIZE STOMACH

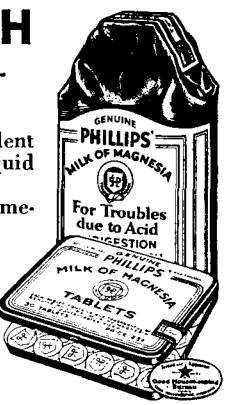
Fast Relief Now from "Acid Indigestion," Over-Indulgence, Nausea and Upsets

If you want quick relief from an upset or painful stomach condition, arising from acidity following over-eating, smoking, unfortunate mixtures of food or stimulants, just try this:

Take: Two teaspoonfuls of Phillips' Milk of Magnesia in a full glass of water.

Or—two Phillips' Milk of Magnesia tablets; each of which contains the equivalent of a teaspoonful of the liquid form.

This method acts almost immediately to neutralize the excess acid in the stomach, thus relieving the condition. Try this way. Be sure that any box or bottle you buy, is clearly labeled *Phillips'* Milk of Magnesia.



PHILLIPS' *MILK OF MAGNESIA*

Public Health Nurse

HOW the Bureau of Public Health Nursing of the Indiana State Health Department made the most of an embarrassment of riches when presented suddenly with the job of training and directing a state-wide group of ERA-employed nurses on public health assignments, is a depression "success story" told in the *American Journal of Public Health* for July 1936.The bureau's experience in enlisting the cooperation of local medical men, insisting on standards and promoting interest in training among the nurses themselves, reaches a happy climax since "many of the nurses now [after ERA] are being employed to continue their programs with local official and unofficial funds."

New York Lags—That New York City is far behind other large American cities except Chicago in the relative size of the public health nursing staffs of its city and private agencies recently was reported by Lillian D. Wald, honorary chairman of the New York City Health Department's advisory committee on nursing service. Boston leads the ten largest cities of the country in per capita adequacy of public health nursing, with forty-five nurses per 100,000 population, as compared with eighteen in New York City. New York's nurses each must cover an average of 2747 pupils and 2.7 schools, "obviously more than one nurse should carry."

Fourth of All Babies—The Henry Street Visiting Nurse Service reports that last year within three boroughs of New York City it cared for one fourth of all babies born, one fourth

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of all pneumonia cases and one sixth of all reported communicable disease cases. The grand total of the organization's services during the year was 64,304 patients cared for with approximately 295,000 visits.

Publications—A manual designed as a daily guide for nurses in the care of communicable diseases, and a stimulus to their participation in the program of disease control, has been issued by the New York State Health Department's division of public health nursing and communicable disease. (For three cents postage from the division, State Department of Health, Albany, New York.) . . . Public Health Nursing Under the Social Security Act, a discussion of developments under the Children's Bureau, by Naomi Deutsch, R.N., and Hortense Hilbert, R.N., has been reprinted from *Public Health Nursing* for September 1936. (Price 15 cents from the National Organization for Public Health Nursing, 50 West 50 Street, New York.)

The Public's Health

A PIONEERING job in public health instruction is developing as a by-product of New York City's expanding program of district health centers. By the new plan, medical students will make first hand observations and take part personally in the public health work of the centers. In the past such an opportunity has been rare. The usual medical student was left "looking on public health as a special department in which he has little concern," says Health Commissioner John L. Rice. Programs already have been announced at Meinhard Health Center for the East Harlem Health District with the New York Medical College, and at the Red Hook-Gowanus Center for the Long Island Medical College.

Baby-Saver—Announcing the silver anniversary of the enactment of a compulsory milk pasteurization law in New York City, the Health Department pointed out that the city's mortality from the dread baby-killer, "cholera infantum," in 1910 was 3598 and in 1936 only 166 infants. During the nineties infant mortality from "cholera infantum" averaged upwards of 10,000 annually in New York City.

On the Up—If admissions to Bellevue Hospital's alcoholic wards are any index, excessive drinking in New York, says Dr. S. S. Goldwater, commissioner of hospitals, "is increasing by leaps and bounds." In 1934 Bellevue admitted 7649 cases of acute alcoholism, and 9139 in 1935. During the first six months of 1936 admissions were at the rate of 12,379 for the year. So many alcoholics damage their heads in the course of the unsteady adventures that end in the hospital that Bellevue will open this fall a special operating room in connection with the psychiatric pavilion, for surgical treatment of head injuries.

Back Again—Santa Claus is back on the cheerful 1936 Christmas seal of the National Tuberculosis Association. With the slogan, "Help to make others healthy," the Association, now launching its thirtieth annual seal sale, points out with pride that "Your chances for dying from tuberculosis were about four times as great thirty years ago as they are today," a statistic to inspire health educators in any field.

Youth and Alcohol—The national program of alcohol education undertaken by Allied Youth (National Education Association Building, Washington, D. C.) has received the endorsement of the department of secondary school principals of the National Education Association "both as to the philosophy which motivates the organization and the procedure which is used." For their pamphlets and other publications, consult Allied Youth.

Federal Services — Postgraduate courses in obstetrics and pediatrics have been offered to physicians in a number of states, through funds available through the Social Security Board, under state plans for maternal and child health. In Texas, for example, these intensive courses have been sponsored by the state medical association, in cooperation with the state dental society, the medical divisions of the state university, and Baylor University. In the course for physicians, held in each of the fifteen councilor districts, the demonstration method of teaching, with clinic material and motion pictures, was used. . . . A dental unit, specially constructed for children's dentistry, will operate as a trailer demonstrating in Indiana the dental program worked out jointly by the Indiana Dental Association and the state's bureau of maternal and child health.

By September 15, maternal and child health plans under provisions of the Social Security Act had been approved for forty-two states, Alaska, the District of Columbia and Hawaii.

Fighting a Killer—The Cancer Institute, held in September at the University of Wisconsin under the auspices of the Alumni Research Fund, has been hailed widely for its importance as a method of attack on human-kind's second most dangerous killer-malady. Combining popular education, through open sessions and radio broadcasts, with a scientific forum where American scientists and research experts from abroad exchanged findings, the meeting was characterized by the organ of the American Society for the Control of Cancer as "one of the most significant steps in cancer research and control ever taken in this country."

"Loco Weed"—The growing of marihuana, the weed from which are made narcotic cigarettes known as "reefers," reputedly selling at 50 cents each in Harlem, has assumed alarming proportions this year in New York. In the metropolitan area, a special WPA squad trained to recognize the weed has been assigned to the task of rooting it out of the vacant lots and track right-of-ways where most often it has been discovered. Growers are liable to detection because they must guard against hi-jackers of their crop, reputedly marketable at some $60 a pound. Upstate hospitals recently have admitted sufferers from use of the weed, and considerable police activity in apprehending traffic in the narcotic is reported.

Sick Credit—According to a plan announced by the Flushing, N. Y. Hospital and Dispensary, all contributors of $5 or more will be credited upon request, with the amount of the gift towards possible hospital expenses for the donor or his family within five years of date of payment.

Professional

TRACING the sources, the evolving philosophies and the growth of the rank and file movement in social work, Jacob Fisher of the Bureau of Jewish Social Research in New York has gathered into pamphlet form an inclusive history which the New York School of Social Work has published. (Price 20 cents from *The Survey*.) Mr. Fisher, a leader in the movement, examines the motivations as well as the facts involved, and presents them as "ample evidence that a strong interest in job security and a concern with the larger problems of social work are not mutually exclusive." He says further, "It is erroneous to assume, as some have, that rank and file groups have no interest in professional standards," and points to

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the need for working conditions which will safeguard a high standard of professional performance. The current history of the rank and file movement and its growing affiliations with organized labor are traced.

Meetings—Homer A. Chamberlin, new executive of the Hawaiian Tuberculosis Association, who represented *The Survey* at the Hawaiian Territorial Conference on Social Work in August, writes, somewhat tardily but enthusiastically: "It was a grand conference, organized along National Conference lines with four discussion groups tearing apart the speakers' ideas. Re-Thinking Social Work was the theme. Delegates from Atlantic City brought interesting reports . . . ministers and teachers were well represented, as were public health nurses in the 133 total, I think, registered. Volcano House on the slope of Mauna Loa is an ideal conference retreat. Steam pours from lava cracks in all directions. Jungle-size ferns hide bottomless crevasses, and Madame Pele, Hawaii's goddess of fire, grumbles beneath the bubbling, molten surface of the crater, Halemaumau. Hiking, eating and talking together for five days gave us a chance to know our co-workers more intimately. Every island was represented." A postscript which will signify the temper of the meeting, to good conference-attenders, adds that only two books were left unsold on *The Survey* table at the meeting's end.

The Indiana State Conference of Social Work will meet November 29-December 1, in Indianapolis, around the subject of "the new social security legislation and the most efficient methods of social service."

A national conference on educational broadcasting will be held December 10-12 in Washington, D. C., sponsored by the U. S. Office of Education, the Federal Communications Commission and a group of national organizations.

Publications — "Divorce treatment from adjudication," says Thomas D. Eliot of Northwestern University in a pamphlet entitled Suppressed Premises Underlying the Glueck Controversy. The author has directed his contribution to the controversy still raging over Sheldon and Eleanor Glueck's One Thousand Juvenile Delinquents, of 1934 date, against "an unsound definition of the situation [which] seems to be in danger of making both groups of critics propose illogical programs." (From the author, department of sociology, Northwestern University, Evanston, Ill.) . . . The National Federation of Settlements, Inc. has issued a List of Plays, a descriptive catalog compiled by the dramatic division and including more than two hundred plays produced recently in settlements. (Price 25 cents from Lillie Peck, 147 Avenue B, New York.) . . . Two new bulletins on social work interpretation: Lobbying for Social Legislation, by William Kirk; and The Play and Social Work, by Viola Paradise and Clarence Perry, have been published by the Social Work Publicity Council. (Price 50 cents and 25 cents respectively, from the Council, 130 East 22 Street, New York.)

People and Things

AN aspiring young student from Cornell University, faced with the necessity for "doing an assignment" in philanthropy while home for a Christmas vacation some years ago, made a reluctant visit to the Buffalo, N. Y. Charity Organization Society, of which Frederic Almy was secretary. Somewhat to the young man's surprise, the experience was interesting. Later in the year, the student chose for a debate subject, The Spirit of Modern Philanthropy, and turned to the same source for material. Mr. Almy took a fancy to the alert young man and invited him, on graduation, to become his assistant.

That is the way Porter R. Lee began a career. This month the alumni of the New York School of Social Work celebrated with a dinner the twenty-fifth anniversary of his connection with the New York school.

For nearly twenty of those twenty-five years, Mr. Lee has directed the school, which now enrolls approximately four hundred full time students during the school year and more than a thousand employed social workers as part time students. Since 1917 the only gap in Mr. Lee's attention to the school was a brief service in Washington on the President's Emergency Committee for Employment, in 1930-31.

The school was born in the library of its parent, the COS, when in 1898 thirty students took a six-weeks' training class in philanthropic work, with Philip W. Ayres, director. With the leadership of Edward T. Devine from the first and a gift for endowment from John Stewart Kennedy, the school in 1904 became the year-round New York School of Philanthropy. In 1911, by terms of Mr. Kennedy's will the school gained full use of the Kennedy Endowment amounting to approximately a million dollars. Six years ago the New York School of Social Work moved into the building erected by the Russell Sage Foundation at 122 East 22 Street. Along with most schools of social work, in recent years it has experienced a growth equally striking in enrollment and in the scope of its curriculum. The school was instrumental, in 1917, in starting the Association of Schools of Social Work.

We Celebrate—Hiram House in Cleveland this year celebrates its "fortieth." Its founder and head, George Bellamy, was widely honored on the occasions of the celebration. The *Plain Dealer* commented, "All Cleveland takes pride in a highly creditable institution and joins in saluting the persevering man who made it possible."

Speaking of anniversaries, 1936 rounds out thirty years of social work for James L. Fieser, vice-chairman of the American Red Cross. He began in the summer of 1906 as a neophyte in the rear ranks of the Indianapolis Charity Organization Society at one dollar a day, six days a week. "It was worth while," he says, "at any price to be where one could come to know Amos Butler, Father Gavisk, Timothy Nicholson and other social work pathfinders and to grow up with John Lapp, then legislative reference librarian, W. S. Reynolds, then with the State Board of Charities, Carl Milam, then secretary of the State Library, and a bunch of other youngsters."

"Padre of the Poor"—The $25 million Our Lady of Victory institutions at Lackawanna, N. Y. have been turned over to the management of the Rev. Joseph E. Maguire, since the death of the ninety-six year old Right Rev. Monsignor Nelson H. Baker who, as "padre of the poor" founded and built them—homes, schools, hospital and basilica.

Elected—The Ohio Welfare Conference, at its recent meeting, elected: president, Wendell Johnson, Toledo; vice-presidents, Monsignor R. Marcellus Wagner, Cincinnati and Lottie Bialosky, Cleveland; treasurer, H. H. Shirer, Columbus.

Distinguished Visitor—Dr. Alice Salomon, founder and director of Germany's pioneer school of social work, the Berlin Training School for Social Workers, is in the United States, making a lecture tour. Dr. Salomon has made former visits to this country and is well known to American social workers—in part from her contributions to *The Survey*. A committee of the Association of Schools of Social Work is arranging lectures, to be given at

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various schools. Among her announced topics are: Social Work in a Changing World, Division of Spheres Between Public and Private Social Work, and Education for Social Work in Many Countries.

News Notes—The New York Children's Aid Society, the AICP and Columbia University each received $2,201,491 recently from the residuary estate of the late Mary Gardiner Thompson, descendant of an original purchaser from the Indians of part of Long Island. . . . New Jersey College for Women has opened Jane Addams House, for studies in social problems and as headquarters for advanced students in sociology.

Irene Harand of Vienna, leader of an organized movement to oppose anti-Semitism with many members of her own (Catholic) faith, is in this country for a speaking tour and is anxious to get in touch with sympathetic organizations. She may be addressed in care of Wally Harand, 657 Teasdale Place, New York City.

John F. Hall, for years a "pillar" of Seattle, Wash. social work, as executive secretary of the Community Fund, has won a long bout with illness and returned to active service, on the staff of the State Welfare Department.

Error—Editorial accuracy nodded last month when this section attributed to the late Cornelius A. Pugsley the funds for an award to the outstanding paper presented at the National Conference of Social Work. The funds have been contributed by Chester D. Pugsley who is, happily, alive and who, to the best of our hope and belief, will renew the award for the 1937 meeting in Indianapolis.

With Honor—Terminating some of the active phases of a career which has few parallels, Dr. William Hallock Park, founder and since 1894 director of the New York City Health Department's laboratories and a faculty member of the New York University College of Medicine since 1898, this fall retires at seventy-three. The man whom Yale University cited as "the perfect type of the scientist in the service of the state," who with Dr. Herman Biggs conquered diphtheria, will continue his studies in the contagious diseases, despite his formal retirement. The newly opened public health laboratories of the health department have been christened the William H. Park Laboratories.

Hildegard Ballauf, executive of the Cincinnati League for the Hard of Hearing, has been given a medal in recognition of "meritorious public service," by her alma mater, Miami University, Ohio.

Pittsburghers—The Pittsburgh Federation of Social Agencies has added to its staff: Katherine A. Biehl, recently with the federal Children's Bureau, as registrar of social statistics; Emma Schauer of the Carnegie Institute of Technology, as research associate in the bureau of social research; and Joseph Anderson, formerly director of emergency relief in Johnstown, Pa., as secretary of the group work division.

The Pittsburgh Public Health Nursing Association has a new associate director, Elizabeth Rath, from the Public Health Nursing Teaching Center of Cleveland and has lost Lydia Spoeneman, educational director, who will have the same title with the Kentucky State Health Department. Charlotte Pitman, from the Louisville, Ky. Visiting Nurses' Association succeeds Miss Spoeneman in Pittsburgh. . . . C. Ruth Bowers who was directress of nurses at West Penn Hospital, Pittsburgh, has resigned to become professor of nursing at the University of Pennsylvania.

Deaths

IN turn, news-butcher, car-checker, yard-manager, Ford partner, police commissioner, mayor, senator, donor in a single decade of over $17 million—James Couzens, who died October 22 at sixty-four, followed the American pattern in the making of a philanthropist. Yet with this difference, that while he was one of the founders and largest contributors to the Community Fund of Detroit, his strong bent lay in developing public services. When the depression hit Detroit he gave a million dollars to help in the emergency; but his larger gift had been that Detroit, far in advance of other American cities, had a municipal welfare department which got under the load of unemployment relief. As chairman of the Committee on Education and Labor of the U. S. Senate, he put to work both his industrial and his civic experience, commissioning the Institute of Economics of Brookings Institution, as early as 1928, to make one of the first broad studies of the already mounting unemployment. Equally sentient was Senator Couzens' recognition of the evil of intermittent jobs. The automobile industry today is grappling seriously with the problem, changing the date of the auto show as a first step. But here again Senator Couzens pioneered: in his address in December 1929 before the Michigan Manufacturers Association on how to stabilize work and so stabilize income; and in an article, Long Wages, in *Survey Graphic* for April 1930, in which he drove home his challenge. His philosophy is crystallized in the principles of the Children's Fund of Michigan which he endowed. Its widely flung services and demonstrations reinforce and elicit public action in the fields of education, health and welfare.

WITH the recent death of Jesse I. Straus of New York, distinguished citizen and until recently United States Ambassador to France, the social welfare world lost not only a philanthropist but one who has given active service to the field. He was the first chairman of the New York TERA, appointed in 1931 by the then governor, Franklin D. Roosevelt.

THE death of Anne Sullivan Macy, teacher and companion to Helen Keller, brings to a close one of the dramatic friendships of our times. Mrs. Macy's association with Miss Keller began when she was twenty-one and her pupil, daughter of "southern aristocracy," was only seven. At that time Anne Sullivan, child of poverty, had known life in an almshouse, and had just finished six years study, to meet her own semi-blindness, at the famous Perkins Institution in Boston. From the day when she began to teach the child Helen Keller to read and speak through her finger tips, and to quiet her childish despairs, Anne Sullivan Macy's life was woven with that of her famous pupil. Though less noted publicly, Mrs. Macy's own achievements were considerable. Educational principles which she developed are said to have inspired some of Madame Montessori's work for children.

Only a few weeks before her death, Mrs. Macy, together with Helen Keller, had been notified that they were to receive jointly the annual medal given on the birthday of Theodore Roosevelt by the Roosevelt Memorial Association. The citation to accompany the medal read: "For a cooperative achievement of heroic character and far-reaching significance—the release and development of an imprisoned personality which, by its emergence and its effective activity, has become a symbol of hope and an inspiration to effort."

WILLIAM E. WALLING, student, writer and pioneer in liberal thought, died recently in Amsterdam. Mr. Walling was an early resident at the University Settlement, New York, and founder of the Intercollegiate Society, now the League for Industrial Democracy.

ANNA PALIER COHEN, veteran in the United Hebrew Charities of New York, now the Jewish Social Service Association, and in Jewish social work in Minneapolis and St. Paul, died recently.

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Readers Write

"I Remember When . . ."

TO THE EDITOR: A recent conversation on politics in relief administration—to which I was an interested eavesdropper—brought back to me a half forgotten desire to add my experience to that of two *Survey* authors of a year or two ago—Paul H. Landis [If I Were a County Relief Administrator, *The Survey,* July 1935] and M. B. Stinson [I Am a County Relief Administrator, October 1935, page 296]. For I *was* a county relief administrator—and I'm glad of it—in a typical industrial county in southern Michigan, and for all of three years my politics were never questioned or, so far as I know, even ascertained by the state relief officials. Incidentally, as administrator, I never knew, let alone questioned, the political affiliations of any one of my staff of some 110 persons.

But don't think for a minute that political lightnings did not crackle around my head. A local political bigwig, who had not been consulted about staff appointments, reported to Washington that I was building up a Republican relief organization. As a matter of fact the county was strongly Republican and when you chose a staff from local people, with a single eye on qualifications, the law of averages would give you a majority of Republicans.

Our commission consisted of a prominent business man, a city official and a county official. Only the county official brought his political conditioning into his relationships with me, as administrator. Happily the leading citizens and the newspapers stood by and at the end of six months or so the official who had invited me "to meet him in the alley" was removed by the state administration. He swore to "get" me if it was the last act of his life, and for two and a half years he never stopped trying.

On the other side of the picture were the hosts of persons of every political and economic complexion, who understood the objectives and the difficulties of the administration and supported it loyally and effectively.

One thing that stands out in my memory of the days when I was a county relief administrator is the quality of the persons, mostly women, in the front line trenches—the case workers and investigators—and their superability to "take it." Much was demanded of them, in character, education, personality and capacity for hard work, and all at a remuneration comparable to that of a second rate stenographer in a reputable private business. We, meaning the people of the United States, got away with it as an emergency, but if we are to have a sound, competent and responsible administration of our new public welfare program we need to do some drastic revision of salary schedules. That, and to fight the politician in the open, are some of the things that I learned during the three years I was a county relief administrator.

The Community Fund V. P. BLAINE
Pittsburgh

Prison vs. Parole

TO THE EDITOR: A recent judicial decision, *United States vs. Greenhaus* (Second Circuit, U. S. Circuit Court of Appeals), effective November 1, is of major importance to probation workers in federal courts.

Hereafter these courts, in sentencing a convicted offender, must choose between suspending his sentence entirely and placing him on probation, or sending him to prison. They can no longer use mixed sentences; that is, impose a term in prison on one or more counts of the indictment and at the same time order that when released the offender shall be under probation. Mixed sentences have been used in about 40 percent of the cases where probation has been granted in the Southern District of New York, and have been used to a lesser extent throughout the country. Their theory is that certain offenders benefit by a taste of prison followed by probation, with the court continuing jurisdiction for a long period of time.

The circuit court based its decision on the well-known case of the *United States vs. Murray* (275 U.S. 347) in which the Supreme Court held that the trial court could not suspend sentence and place on probation after an offender had begun to serve his prison sentence. The circuit court interpreted this decision to mean also that a man cannot be placed on probation on condition that he serve a prior prison sentence.

As one who helped draft the original federal probation law I can state definitely that its framers did not anticipate the use of mixed sentences. We felt that probation and prison terms do not mix, and that the question of release and supervision after a prison term should be determined by the board of parole, not by the sentencing court.

The court in the Greenhaus case seems to base its opinion not so much on legal technicalities as on practical common sense. The court objects to the mixed sentence on the ground that probation is intended chiefly for first offenders, in order to give them a chance to mend their ways without being subjected to the contaminating influence of prison associations, and points out the obvious fact that mixed sentences conflict with the parole law, which puts in the hands of the parole board and not in the hands of the sentencing judge, the determination of the time of release and the subsequent supervision of the offender.

This decision does not necessarily mean that the U. S. courts will use probation any less nor that prison terms will be any longer. Both matters are in the discretion of the sentencing judge. However, a serious question is raised as to what will happen to the men who have had mixed sentences in the past and who are now on probation or who are still in prison anticipating probation. It is hoped that each one of these cases will be taken up by the board of parole and, unless good reason is found for lengthening the original sentence of imprisonment, that each of them may be paroled at the end of his sentence or as soon as possible thereafter. CHARLES L. CHUTE
National Probation Association

Boards in Transition

TO THE EDITOR: The leading article in *The Survey* for September, Tomorrow's Social Work Training by Robert W. Kelso, throws out a challenge to agency boards and memberships. Board members in a good many sections of the country, particularly in the South and Southwest, are more than a little vague as to the objectives and goals of the agency with which they are identified. This is a period of transition from the era of passive board membership, when little was known of the agency's work and that not too well understood, into a period when the agency is demanding of its board members something more than permission to use their names on a letter-head. In their new participation they are constantly groping for better defined concepts, not only of the work of the particular agency but of social work in general. It is becoming increasingly necessary to acquaint them with the changes, the struggles, the shifts of emphasis which we have undergone and are still undergoing in the process of growth.

Such an article as Mr. Kelso's is especially helpful in this task of explaining ourselves, which more and more is a part of our everyday job.

United Charities HENRY MANTON
Dallas, Tex.

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Book Reviews

"This Business of Relief"

SPENDING TO SAVE—THE COMPLETE STORY OF RELIEF, by Harry L. Hopkins. Norton. 197 pp. Price $1.50 postpaid of *The Survey*.

A KIND of bewildered admiration for Harry Hopkins is apt to be one's first sensation on reading this book. Though carrying colossal administrative burdens, and carrying them with undeniable distinction, he can yet find time to turn out a report as soundly organized (for its purpose), as fluently written, and marked by as cool a temper as though he had been a professional writer all his life. Julius Caesar at the head of his legions in tripartite Gaul, dictating seven letters at once and at the same time writing his memoirs, would suffer by comparison.

And in thus rendering his account Mr. Hopkins is both stirring and persuasive. The first half of the book deals with Mr. Hoover's administration. The remorseless increase in the number of unemployed; the human misery that resulted; the fantastic proposals put forward not only by the lunatic fringe but by otherwise substantial citizens; the grotesque misgauging at Washington of the size and duration of the problem; the stubborn resistance of Mr. Hoover and of business leaders to direct federal expenditures for relief; all this Mr. Hopkins describes with skill and on the whole with restraint. He leaves it to be inferred that during this period there was general agreement outside of the Republican Party on the principles of relief promptly sponsored by Mr. Roosevelt; but that form of dialectic can be discounted in the fall of 1936.

Good as this part of the book is, much more significant are the chapters that deal with federal policy after May 12, 1933. On that date President Roosevelt signed the Federal Emergency Relief Act. In swift and searching summaries Mr. Hopkins throws into perspective the successive stages of his program. First came emergency measures. Eighteen million people looked to his organization for their very existence. Heartbreaking decisions had to be made. Should rent be paid? Hospital bills? Should persons be placed in institutions who obviously belonged there? What about light, gas, fuel and water? What about clothing? What about workers on strike? There were few precedents to go by. Mr. Hopkins and his associates did what they had to do and what they could. They were as humane as possible, hard where necessary, opportunistic, farsighted. They used state-controlled commissaries. They issued grocery orders. They extended every penny of relief they could in cash. They coerced recalcitrant states by withholding federal funds. They pried into people's private affairs. Working under furious pressure they whipped into shape an organization which for devotion, for ability, for single-minded concentration on its job, would be hard to match. It was magnificent, the finest kind of war.

After detailing this emergency action Mr. Hopkins leads us through the mysteries—I had almost said the miseries—of CWA; through the controversial intricacies of relief to transients; through the paradox of the farmer on relief; through the less familiar program of the Federal Surplus Corporation; and finally brings us out, as he quite sincerely believes, into the relative sunlight of WPA. The evolution was more reasonable than a scrappy abbreviation may imply. Mr. Hopkins and his aides, as well as people in need and the general public, required schooling by experience. He is particularly impressive in his defense of WPA—which includes a noble justification of boondoggling, obviously written *con amore*. As he prefers cash relief to commodity relief, so he prefers cash for work to cash for idleness. His overmastering concern is to preserve the morale and the employability of those in need. This, he submits, can most nearly be done by a work program broad if not deep, flexible, geared to the skills of those it serves, and paying out a high percentage of its total cost in wages. On the devising of a comprehensive program of this sort, and on the integrity and efficiency of its administration, Mr. Hopkins is willing to challenge his critics.

It is conceivable that herein lies America's distinctive contribution to the theory and practice of large scale relief. If so, for his gallant leadership generations of hapless victims of the business cycle may well call Harry Hopkins blessed.

But rare is the ointment wholly free from flies. To read this book rapidly for its own sake is to have a pleasant, almost an exhilarating, experience. To endeavor to read it critically, for the sake of the grave issues involved, is to find oneself somewhat too frequently depressed. Mr. Hopkins is not without the arts of the special pleader. He can, for instance, neatly beg the question: if he is called inconsistent, he replies that "It would be worse to be bound by a hard and fast course suitable for a given situation at a given time, than not to be able to make even difficult shifts when the changed conditions demand them." But the true question has been whether changed conditions did in fact demand some of his shifts. He can ignore uncomfortable issues: in a footnote on page 13 he buries the damning comment that "there are no official government estimates of unemployment." Nowhere does he face the embarrassing question, "After three years of federal relief administration, *why not?*" He can oversimplify problems: witness his handling of the thorny question of the transients and the decision to turn relief of unemployables (itself a question-begging term) back to the states. But this sort of thing, one may plausibly contend, is unavoidable in a scant 200 pages on so widely ramifying a subject as relief. Precisely; and that raises the most serious question which Mr. Hopkins' book suggests.

For Mr. Hopkins has chosen to characterize this book in a subtitle as The Complete Story of Relief. These words can hardly fail to make his readers ask why the complete story of relief is in fact almost completely unknown. Mr. Hopkins cannot possibly know it. If he knew it he could not tell it—not in the early fall of 1936. A method of trying seriously to bring the complete story to light has repeatedly been suggested—by Charles A. Beard, by the American Association of Social Workers, by the Scripps-Howard newspapers. Their proposal calls for appointment by the President, or by Congress, or by both, of a nonpartisan federal commission to conduct a thorough-going study of the whole problem of unemployment and relief. This suggestion has been negatived consistently in Washington. While standing firmly against such a proposal, Mr. Hopkins can hardly expect a slender volume of his own to be accepted as "the complete story of relief." Frequently moving in its sincerity, more often convincing than not, beautifully timed, but with masterly omissions, Spending to Save is an admirable statement of Mr. Hopkins' views on the issues he elects to treat. It is a thousand miles—at the very least a thousand pages—from complete.

ROBERT P. LANE

Executive Director
Welfare Council of New York City

Scientific Sleuthing

SCIENCE VERSUS CRIME, by Henry Morton Robinson. Bobbs-Merrill. 303 pp. Price $2.50 postpaid of *The Survey*.

INTENDED primarily for the layman, this well written book covers in thorough, concise fashion the use of science in modern crime detection. Interest is maintained by citing facts and

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personalities of actual criminal cases; examples turn what would otherwise be a dry and somewhat technical discussion into a living drama. The explanations of the application of science to the various problems confronted in the cases cited are so clear that a layman with no previous knowledge of the subject is able to understand the principles involved, for example, in the science of fingerprinting and the identification of firearms, wood and suspect documents. Blood tests, identification by tool marks, deception tests, the use of moulage, the operations of the criminal and the effort of science to circumvent his activities are all presented in a clear, non-technical and interesting manner.

Interwoven in the story of the various branches of this new science is an account of those persons whose vision, imagination and untiring efforts made its miracles possible. Vollmer, Keeler, Goddard, Sellars, Osborn, and May are a few of those mentioned.

The last chapter steers away from the subject of the volume and undertakes to offer a solution of the cause of crime. Nothing is added to the sum of human knowledge, although the discussion may cause the reader to give some thought to this perplexing problem.

While this was not intended as a scientific handbook, its surprisingly few inaccuracies and its lucid presentation recommend it not only to the general public, but to the student interested in learning quickly and easily the applications of science to the criminal field. It affords the police officer a splendid opportunity to learn how the expert may help him in the solution of a crime —what he may expect from the expert and something less of what the expert should expect from him.

Wichita, Kans. O. W. WILSON

Cash vs. Kind

CASH RELIEF, by Joanna C. Colcord. Russell Sage Foundation. 263 pp. Price $1.50 postpaid of *The Survey*.

TO anyone who has lived through the vicissitudes of public relief policies during the past five years, Miss Colcord's timely and compact little volume of facts will furnish invaluable support for the claim that cash relief is a more constructive and probably no more expensive method of public assistance than relief in kind—a conclusion long since reached by private agencies and recognized by European countries. Public administrators who wish to know the experience of other communities will find the book a useful reference, and all social workers will welcome it as an aid in interpreting modern methods of public assistance, especially to citizen committees.

The book is divided into four parts. Part One summarizes methods of administering "emergency" relief since 1930, from breadlines, commissaries, dealer agreements and disbursing orders to the gradual spread of cash relief. Part Two presents the detailed experience of nine large cities—Baltimore, Cleveland, Denver, Detroit, Los Angeles, New York, Philadelphia, Pittsburgh, San Francisco—which have adopted cash relief. In only one city, where politics and too hasty a change were factors, was the success of the policy questioned. Part Three brings together for summary the experience of these cities. It is worth noting that most of the problems anticipated did not materialize, that clients as well as workers favored the change, and that favorable results bore a direct relationship to the amount of preparation that was made for the shift.

Costs of relief in cash and in kind are compared in Part Four. With admirable frankness, the author states that so many are the variable factors and so few have been the reliable studies, that the economy of cash relief cannot be established in monetary values; adding, however, that in any estimate other values are equally important. In addition to original sources quoted in the

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body of the book, appendices give source materials from Cook County, Ill., from Baltimore and from Philadelphia.

ARLIEN JOHNSON

Graduate School of Social Work
University of Washington, Seattle

An Amazing Crusade

AN ARMY OF THE AGED, by Richard L. Neuberger and Kelley Lee, with an introduction by Bruce Bliven. Caxton Printers, Ltd. 329 pp. Price $2 postpaid of *The Survey*.

THIS readable volume is a valuable addition to the growing mass of literature on the amazing Townsend scheme. Here the Townsend plan is described and the history of the movement is recorded, in terms of politics and personalities rather than economics and statistics. Presented in these terms, its political power, the idealism of its leaders and unquestioning faith of its adherents are easy to understand. The book also makes clear why learned treatises by statisticians and economists, however convincing to those already convinced that the scheme is pure fantasy, can have no effect on the faith of the true believers. In the first place these heresies are forbidden to the faithful. If they were read, they would not be understood; and if they were understood, they would not be believed. For the Townsend crusade is in essence a religious movement, rooted in the soil of emotion, and watered by faith. To the Lord all things are possible. If He can set aside the laws of nature how much simpler for Him to rescind the laws of economics.

The authors view the movement sympathetically. They recognize that "Dr. Townsend and his millions of hysterical adherents are a result and not a cause. They are the result of the insecurity confronting the average aged citizen in the United States. . . . Whatever may be said against the economics and promotional methods of the Townsend plan, there is no doubt that the doctor voices a justified demand for social security." They regard Dr. Townsend himself as "merely a gullible and gentle old man" with Clements as the real brains of the movement whose "organizational genius and iron rule built the Townsend organization into one of America's most remarkable political phenomena."

As for the future, the authors believe that the movement has spent its force. Although it will be "a factor in the 1936 elections" its political power will diminish rapidly thereafter. "Ultimately it will vanish, leaving only broken dreams and shattered hopes for thousands of old people." One can hope, however, that the cruel disillusionment of this vast army of the aged will not have been entirely in vain and that the movement will leave some residue in the form of more adequate old age pensions.

J. FREDERIC DEWHURST

Director, Committee on Social Security
Social Science Research Council
Washington, D. C.

Reason's Cold Light

CREATE THE WEALTH, by William Beard. W. W. Norton. 314 pp. Price $3 postpaid of *The Survey*.

WHY "make work"? Why not make wealth—tangible goods and services that will build up the standard of living of the nation, even if it means taking over unused factories and farms and divorcing the poorer stratum of the country from our profit system that still looks after its own?

Such is the point of Mr. Beard's admirably detached essay. It further popularizes the leading idea of our age: that men and machines can produce a civilization of comfort if technology is allowed to follow its natural progress, from perfecting a single machine to molding society as a whole. The author lucidly traces that progress and argues that since the profit system must somehow look after its "unneeded" lower income groups, it will be more advisable, and cheaper, for it to release them to a government plan of production for use only. We have gone far along that road already, and the process seems irreversible. We had better recognize that it also is reasonable.

But one reader suspects that much of the public merit of this book will lie not so much in the author's final suggestions—valid as they may turn out to be—as in the climate of opinion it generates. Like his father, the historian, Mr. Beard possesses the art of being rational and clear. He has written a

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shrewd book, choosing quotations from the National Manufacturers Association and from other ultra-respectables to buttress his arguments. Much care has gone into making it easy to follow. The introduction is a series of contrasting photographs with linked captions to illustrate their point. The contents page is almost a syllogism to the same end.

More emotional books on technology have permitted excited or irrelevant dismissal. As Thomas Paine once noted, "When the tongue or pen is let loose in a frenzy of passion, it is the man and not the subject that becomes exhausted." Not so, this volume.

New York SAMUEL MIDDLEBROOK

Problems of Mankind

HUMAN GENETICS AND ITS SOCIAL IMPORT, by S. J. Holmes. McGraw-Hill. 414 pp. Price $3.50 postpaid of *The Survey*.

IN this valuable and much needed book Professor Holmes gives a clear account of the foundation facts of genetics, or heredity and variation, and of the special facts of human genetics. In the light of these facts, he offers serious and well-considered discussions of the major social problems of mankind: mental defect and disease, crime and delinquency, choice in mating, birthrates and deathrates and their selective action; the biological effects of war, migration, population growth, and proposed measures for race betterment. The material is not dressed up for entertainment, but is clearly and accurately presented. Serious readers will find it of great interest. It deserves the attention of all who are interested in the major problems of mankind.

H. S. JENNINGS
Johns Hopkins University

Many Means to One End

PREVENTING CRIME: A SYMPOSIUM, edited by Sheldon and Eleanor Glueck. McGraw-Hill. 509 pp. Price $4 postpaid of *The Survey*.

DESCRIPTIONS of outstanding though widely divergent programs aimed primarily at the prevention of delinquency and crime are brought together for the first time in this volume. Excellent editing by the Gluecks has eliminated not a few of the pitfalls and inadequacies which so often beset a symposium. The introduction by the editors includes a discussion of the philosophy and principles of crime prevention which is at once interpretive and clarifying. The contributions, for the most part by well known figures in social work and education, are organized into six divisions: coordinating community programs, school programs, police programs, intra and extra-mural guidance programs and boys' club and recreation programs.

The book raises many pertinent questions relative to the various programs described, but it is enough for this reviewer to say that he looks forward to the time when we will have realized a sufficient security in our work to be more critical of it. Social work, it appears, has not as yet achieved "objective interpretation," the golden mean between "ballyhoo" on the one hand and cold scientific facts on the other.

The crime prevention programs suggest to this reader a number of basic principles:

The necessity for seeing the community in terms of both people and forces; and for community organization, as a method for preventing every known form of social pathology, including delinquency.

Recognition that crime prevention has two facets: the work of each individual agency and social institution, and their coordination with lay groups in relation to neighborhood and community needs.

The necessity for study to determine the role each agency and social institution should play in this joint enterprise.

Intensive effort on the part of each agency and social institution to improve its primary function before becoming "branchy" and expansive in community organization. For example, a school often goes in for "community coordination" while its faculty, teaching methods and barren curriculum remain unimproved.

The necessity in larger cities for neighborhood organization, under professional leadership, and in cooperation with a central council of social agencies.

The "community coordination" programs described in the symposium are apparently of the type which Bradley Buell of Community Chests and Councils, Inc. has appropriately called the project type. That is, the banding to-

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NATIONAL TUBERCULOSIS ASSOCIATION—50 West 50th Street, New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

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gether of professional and lay groups in an effort to accomplish something immediate and tangible. While this is a useful function, often resulting in worthwhile community gains, it is not to be confused with the fundamental community organization which includes analyses and correlation of the intake policies, treatment functions and discharge policies of social agencies, based on thorough and competent study of the composition of a community and its problems.

This book does a great deal to make intangible aspects of crime prevention more tangible. It is heartily recommended to practitioners and students who are interested in a practical study of present methods and philosophies relative to the curtailment and control of delinquency and crime.

LEONARD W. MAYO

Welfare Council of New York

No Answer

STERILE SUN, by Caroline Slade. Vanguard. 156 pp. Price $2.75 postpaid of *The Survey*.

THIS is the story of Sue who begins sex experience at the age of eleven and dies at fourteen in a house of ill fame. Her death is graphically described by two other inmates who, in the telling, give their own life histories.

As the well-written story hastens to its fated conclusion, with the inevitability of a Greek tragedy, its characters stand out with startling clarity. The innocent Sue, who loves pretty things, takes the only way she knows to get them. Winnie, sent to an orphan asylum at ten, is separated from her brother at fifteen. "That started killing something in me then." Allie—the child of an unmarried mother—longs to get out, "join a church, marry and have a kid," and thus achieve a respectability she has never known. The other characters, tragic in their inability to be anything but what they are, move swiftly across the pages: ignorant mothers, inadequate fathers, sex degenerates, senile old and beastly young men, good women with no charity or understanding. "What do they know about it? They got to live it to know."

As a foreword to her book, Mrs. Slade quotes from Swinburne:

Why hath He made us?
What had all we done
That we should live and loath the sterile sun?

The book gives no hint of an answer to the question. Perhaps there is none. Dorothy Thompson, in a criticism of The Trouble I've Seen says, "The will to social action is inflamed by faith." Mrs. Slade would have helped her readers more if, somehow, out of the bitterness of her hatred for a society that permits such things to be, she could have lifted a banner of faith that would lead on to social action.

Plattsburg, N. Y. LUELLA R. NORTH

Two Way Challenge

CHRISTIANITY AND THE SOCIAL REVOLUTION. A SYMPOSIUM, edited by John Lewis, Karl Polanyi and Donald K. Kitchin. Scribner. 526 pp. Price $3 postpaid of *The Survey*.

FIFTEEN able young English, Continental and American philosophers here present an exceptionally keen analysis of the relation of communism to Christianity and challenge the traditional attitude of Christianity to radical social change. Some of them with equal vigor challenge the attitude of orthodox communism to religion. Part One discusses communism in Christianity; while in Part Two a number of Marxians express in no uncertain terms their antagonisms to all religion and give their reasons. In the final section of the book, the authors look to the future and view the relation of Christianity to the emergent society of tomorrow, though they do not agree as to what this relation should be. Their opinions range from a complete rejection of Christianity to a synthesis of Christianity with communism. This very divergence lifts the book above the realm of propaganda. Their clarity of expression and their boldness combine to make the work extremely stimulating. Students of communism and of Christianity—and that takes in about everyone who does any thinking at all about our changing culture—have here an incomparable treat. Incidentally it is the sixth recent book from this publishing house dealing with spiritual aspects of the social revolution.

Chicago University FRED EASTMAN

American Peace-making

PEACE OR WAR, THE AMERICAN STRUGGLE 1636-1936, by Merle Curti. Norton. 374 pp. Price $3 postpaid of *The Survey*.

THE question of peace or war looms large before humanity today. In America the problems of neutrality are widely discussed. Thus this book comes at a most appropriate moment. In it Professor Curti, one of the leading younger American historians, surveying for the first time the history of the American peace movement from its beginning, has presented a well integrated and well documented narrative within a comprehensive frame of American intellectual and economic history. He has linked up the history of the peace movement with the social and moral forces which moulded American history during the last one hundred years, and thereby has helped us to gain a deeper understanding of the problems faced by the pacifists. The well written pages unfold a moving and dramatic picture of human hopes, struggles, aspirations and failures.

The real and decisive problems of American pacifism came up before there was an organized peace movement in this country. They were the problems connected with the ruthless extermination of the Indians and the faithless betrayal of their treaty rights, with the conquest of Mexican territory and the lawlessness and brutality of frontier life. The Quakers were almost alone at that time in shouldering the burden of pacifism.

Since then the peace movement in America has broadened immensely. There is probably no country in the world with as many, as devoted and as active pacifist organizations as America. In a way, their task today is easier than that of pacifists in other countries: America has a vast territory; no threatened frontiers; no memories of wrongs inflicted in history; no conflicts imaginable, at present at least, in which vital American interests would be involved. These fortunate circumstances allow the American peace movement to devote itself to two fundamental tasks: helping to promote peace in the world and creating that feeling of security which the American nation, thanks to its geographical position and natural resources, enjoys; and concentrating, as Professor Curti suggests, upon the modification of the present economic and social order in the spirit of true democracy and fraternal cooperation. Democracy within a nation for all races and classes—a real equality for Indians, Mexicans and Negroes—seems the only secure basis for a democracy between nations and for a peaceful cooperation of all races and nations, strong and weak, mighty and backward, on the way to a more equalitarian, more human and more rational order.

Smith College HANS KOHN

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SENSE AND SAFETY ON THE ROAD, by Robbins Stoeckel, Mark May and Richard Kirby. Appleton-Century. 293 pp. Price $1.50 postpaid of *The Survey*.

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State of New York, } ss.
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Before me, a Commissioner of Deeds, in and for the State and county aforesaid, personally appeared Paul Kellogg, who, having been duly sworn, according to law, deposes and says that he is the Editor of THE MIDMONTHLY SURVEY and that the following is, to the best of his knowledge and belief, a true statement of the ownership, management (and if a daily paper, the circulation), etc., of the aforesaid publication, for the date shown in the above caption, required by the Act of August 24, 1912, embodied in section 411, Postal Laws and Regulations, printed on the reverse of this form, to wit:

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[Signed] PAUL KELLOGG, Editor

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